

DOCUMENT RESUME

ED 078 585

EA 005 267

AUTHOR Fluxgold, Howard
 TITLE Federal Financial Support for Secondary Education and Its Effect on Ontario, 1900-1972.
 INSTITUTION Canadian Teachers' Federation, Ottawa (Ontario). Research Div.; Ontario Teachers' Federation, Toronto.
 PUB DATE 72
 NOTE 173p.
 AVAILABLE FROM Ontario Teachers Federation, Suite 550, 1260 Bay Street, Toronto 185, Ontario, Canada (\$1.75)
 EDRS PRICE MF-\$0.65 HC-\$6.58
 DESCRIPTORS Educational Finance; Educational History; Educational Planning; Educational Policy; *Federal Aid; Federal Government; *Federal Legislation; *Federal Programs; *Financial Support; *Secondary Education
 IDENTIFIERS Canada; *Ontario

ABSTRACT

This study was designed primarily to demonstrate "why" and "how" federal (Canadian) legislation is enacted, how it is administered, whether it has been successful in accomplishing its stated goals, and what effect it has had on the Ontario system of secondary education. The paper has been organized chronologically into three sections covering the periods 1900-1935, 1935-1961, and 1962-1971. In each section, the federal secondary education legislation enacted during that period is described. The author discusses the rationale for various federal school programs and the impact such programs have had on students and on school systems. The study also attempts to show some of the processes by which an idea is converted into legislation and some of the difficulties involved in administering federal programs in education. In each section, the author has attempted to relate the legislation to the social, political, and economic climate of the time in which it was enacted. Numerous tables and an extensive bibliography are provided. Included in the appendix are reprints of the actual federal (Canadian) legislation enacted. (Author/DN)

ED 078585

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

FEDERAL FINANCIAL SUPPORT FOR
SECONDARY EDUCATION AND
ITS EFFECT ON ONTARIO
1900-1972

Howard Fluxgold
Research Assistant
Ontario Teachers' Federation

Ontario
Teachers'
Federation

Canadian
Teachers'
Federation

EA 005 267

"PERMISSION TO REPRODUCE THIS COPY-
RIGHTED MATERIAL HAS BEEN GRANTED BY

Howard Fluxgold

TO ERIC AND ORGANIZATIONS OPERATING
UNDER AGREEMENTS WITH THE NATIONAL IN-
STITUTE OF EDUCATION. FURTHER REPRO-
DUCTION OUTSIDE THE ERIC SYSTEM RE-
QUIRES PERMISSION OF THE COPYRIGHT
OWNER."

Copyright © 1972 by Howard Fluxgold
ISBN 0-88872-017-3

PERMISSION TO REPRODUCE THIS COPY-
RIGHTED MATERIAL HAS BEEN GRANTED BY

Howard Fluxgold

TO ERIC AND ORGANIZATIONS OPERATING
UNDER AGREEMENTS WITH THE NATIONAL IN-
STITUTE OF EDUCATION. FURTHER REPRO-
DUCTION OUTSIDE THE ERIC SYSTEM RE-
QUIRES PERMISSION OF THE COPYRIGHT
OWNER.

Cover design: Ted Howard Graphics
Printed and bound in Canada by Web Offset Limited

CONTENTS

Preface	vi
Introduction	1
I The Early Years 1900-1935	7
1. Introduction	7
2. The Agricultural Aid Act 1912	7
3. The Agricultural Instruction Act 1913-1923	9
(a) General Effects of the Agricultural Instruction Act	10
(b) Effects on Ontario	15
(c) Conclusion	16
4. The Technical Education Act 1919-1929	17
(a) Background 1897-1911	17
5. The Commissions Report 1910-1919	26
(a) The Seath Report	26
(b) The Royal Commission on Industrial Training and Technical Education	30
(c) The Terms of the Technical Education Act 1919-1929	36
(d) The Effects of the Act	38
(e) The Technical Education Act and Ontario	47
6. The Vocational Education Act - 1931	50
(a) Effects on Ontario	53
7. Conclusion	53
II Crisis and Prosperity 1935-1960	63
1. 1935-1942	63
(a) Introduction	63
(b) The Unemployment and Agricultural Assistance Act 1937	63
(i) Effects of the Act	65
(c) The Youth Training Act 1939	65
2. 1942-1960	67
(a) The Vocational Training Co-ordination Act 1942	67

- (b) Some Agreements under the Vocational Training Co-ordination Act 68
 - (i) Apprentice Training Agreement 68
 - (ii) Dominion-Provincial War-Emergency Training Agreement 68
 - (iii) Vocational Correspondence Courses Agreement 1950 69
 - (iv) Vocational Schools Assistance Agreement 1945 70
 - (v) Vocational and Technical Training Agreement No. 2 1957 73
 - (vi) Vocational Training Agreement 1948 75
 - (vii) Special Vocational Training Projects Agreement 1959 75
 - 3. Effects of the Vocational Training Co-ordination Act on Ontario 77
 - (a) War Emergency Training 77
 - (b) The Vocational Schools Assistance Agreement 1945-1957 and The Vocational and Technical Training Agreement No. 2 1957-1961 78
 - 4. The Royal Commissions 78
 - (a) The Royal Commission on Dominion-Provincial Relations (Rowell-Sirois) 1937 79
 - (b) The Royal Commission on National Development in the Arts, Letters and Sciences (The Massey Commission) 81
 - (c) The Royal Commission on Canada's Economic Prospects (The Gordon Commission) 1955 82
 - 5. Conclusion 84
- III Technical Training vs Manpower Retraining 1961-1971 91
 - 1. The Technical and Vocational Training Assistance Act 1961 91
 - (a) Background 91
 - (b) Terms of the Act 92
 - (c) Effects of the Act 95
 - (i) Effects in Ontario 96
 - (ii) Effects of Program 5 97
 - 2. The Adult Occupational Training Act 1967 102
 - (a) Background 102
 - (b) Terms and Regulations of the Act 104
 - (c) Effects of the Act 106
 - (d) The Political Issue 106
 - (e) The Economy 107
 - (f) Equality of Opportunity 108

	(g) Influence on Provincial Education Systems	109
3.	Conclusion	109

IV	Conclusions	113
	Epilogue	117
	Bibliography	125
Appendix	Federal Legislation	129

TABLES

Table 1	Payments by Dominion to Provinces on Account of Agricultural Aid Act of 1912 and Agricultural Instruction Act of 1913	12-13
2	Summary of Amounts Paid to Provinces Under the Technical Education Act	48-49
3	Summary of Total Expenditures by Ontario on Vocational Education 1917/1918 - 1932/1933 and Federal Grants to Ontario 1919/1920 - 1928/1929	51
4	Federal Financial Assistance to Provinces under Vocational Schools Assistance Agreement, 1945-1957	72
5	Total Expenditure under Vocational and Technical Training Agreement No. 2, 1957 to 1961	74
6	Federal Government Payments Under Vocational Training Co-ordination Act (1942), 1942 to 1960, Selected Programs	76
7	Federal Contributions (in dollars) April 1, 1960 to March 31, 1967 to Programs under the Technical and Vocational Training Assistance Act	98
8	Capital Payments to Provinces (in dollars) under the Technical and Vocational Training Agreement	99
9	Summary for Provinces of Capital Projects Approved under the Technical and Vocational Training Agreement, April 1961 to March 31, 1966	100-101

PREFACE

In October, 1970, I began working as a research assistant on a project entitled "The Evolution of Federal Participation in the Financing of Post-Secondary Education, 1867-1967". The project was one of six undertaken for the Canada Council of Ministers of Education. A contract had been given to the Human Resources Research Council of Alberta to co-ordinate the six studies and this organization engaged David Stager, Associate Professor of Economics at the University of Toronto, to undertake one part of the project. This was a study of federal government participation in post-secondary education from 1867 to 1967. To the best of my knowledge, the Council of Ministers has not published any of the studies, but copies are available at the Council Offices in Toronto.

When I came to the Ontario Teachers' Federation, I thought - and the Federation agreed - that a study on similar lines, if adapted to primary and secondary education, might be valuable to the Federation. What follows is the study. It was undertaken in the belief that teachers had not been consulted and had not presented their views forcefully enough when the federal government was planning educational programs. It will be shown that the federal government on numerous occasions has blamed the lack of adequately trained teachers for the limited success of its programs. The current "Manpower" legislation has no termination date. Changes can be made at any time by the federal government. This legislation does not directly affect members of teachers' organizations now; however, the situation could change abruptly. It will be shown in the course of this report that until very recently the federal government has had no educational policy and the paths that it has followed throughout this century have been subject to abrupt changes. Teachers ought to be able to take a constructive role in initiating change at both levels of government.

The OTF has recognized this as the following excerpts from Executive Memorandum No. 277, Study Paper on Areas of Responsibility of OTF, indicate:

OTF could serve its members by:

Expressing the opinion of teachers on matters related to curriculum. This expression should be directed towards the Department of Education, other groups such as OACD, OISE, etc., and also towards the public in general.

Educational Finance

The amounts of money spent by governments on education, the importance of this sum in relation with other parts of their budgets, the close links between education and economy, the closer ties between education and the general welfare of our society, all indicate that teacher organizations will have to become even more knowledgeable in the field of educational finance. This expertise cannot be acquired by one group alone even at the provincial level. Each group will have to do its share in collecting data, in interpreting these facts and in assembling people to act on the information provided. OTF has a major role of collecting and interpreting relative information for the service of all affiliates. Part of its influence in the thinking and acting of its affiliates rests with the expertise it may possess in this field. In performing this task, OTF should not try to parallel what other groups (i. e. OISE) are doing in this field. It should, rather, complement the work of these groups and interpret it as it should be seen--from the teachers' point of view.

Relations with the Government, the Minister of Education and the Department of Education

Teachers form an important group of citizens in the province. Moreover, they are...concerned...with the direction our society is going to take, its set of values and its priorities. They should be able to express their opinions with a degree of strength, first on items directly related to their work and then in other areas of public concern. They should be able to do this without interfering with the right of individuals to think and act personally but they should have the support of the voice of the profession where and when it is needed.

Our relations with the Minister of Education and with his department will be more favourable to us if our voice speaks from unity and conviction. In most cases OTF should be the spokesman of teachers. OTF should also be concerned with the activities of the Provincial parliament both in the Legislative Assembly and in the thinking of the different political parties.

It is hoped that this report will help provide some of the background necessary for teachers to present their unique point of view for the improvement

of our educational system.

I would like to take this opportunity to acknowledge some of the many people who have been helpful in this project: I would like to thank OTF for allowing me to undertake the project and the Canadian Teachers' Federation for sharing in the cost of publication. President Ian Fife of OTF was most helpful in arranging for the publication of this material. Miss Nora Hodgins, Secretary-Treasurer, and Mr. W. A. Jones, Deputy-Secretary Treasurer, were both sources of encouragement and invaluable practical experience. Dr. Robert M. Stamp, Associate Professor, Department of Educational Foundations, University of Calgary and Dr. David Stager have been valuable sources of expertise and guidance. Mrs. Sheilagh Dubois and Miss Lynn Todd painstakingly edited the manuscript and prepared it for publication. Mrs. Renate Meyer has typed the manuscript faithfully and accurately. Naturally, any errors or omissions are the sole responsibility of the author.

Howard Fluxgold, April 7, 1972.

INTRODUCTION

This study was designed primarily to demonstrate "why" and "how" federal legislation is enacted, how it is administered, whether it has been successful in accomplishing its stated goals, and what effect it has had on the Ontario system. In order to influence the system, teachers' organizations must know whether and when, as well as how, to put their views before the powers that be, to make them as effective as possible. The following study attempts to show some of the processes by which an idea is converted to legislation. It also attempts to show some of the difficulties involved in administering federal programs in education. An effort was made to relate the legislation to the social, political, and economic climate. Both time and the size of the project prevented this from being done in sufficient depth. Nevertheless, social, political, and economic factors do play an important role in the formulation of economic programs. Any organization which attempts to influence government policy must take this into account.

Section 93 of the British North America Act states:

In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following Provisions:-

- (1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to denominational Schools which any Class of Persons have by Law in the Province at the Union;
- (2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissentient Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec;
- (3) Where in any Province a System of Separate or Dissentient Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an Appeal shall

lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education:

- (4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any Decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case, and as far only as the Circumstances of each Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor in Council under this section. ¹

Nevertheless, the federal government has been deeply involved in education (meaning, in this paper, education as it takes place in the public schools) for the last 100 years. A definite pattern for the entrance of the federal government into the jurisdiction of education has developed during the twentieth century. The federal government usually steps in to provide for a perceived need which most of the provinces are unable or unwilling to undertake. An act is passed which is often impossible to administer efficiently and, as a result, the original intent of the legislation is altered. A termination date for the program is usually written into the legislation, but in almost all cases a change in the party in power at the federal level leads to termination of the program. Uncertainty over the termination date often has had a detrimental effect on the whole program.

While these generalizations are applicable for most of the other provinces, Ontario is the exception to the rule in most cases. Throughout this century, the province appears to have had adequate financial resources to maintain its system of education. Furthermore, it appears to have initiated programs prior to federal legislation with the result that, more often than any other province, Ontario has been able to take full advantage of available federal funds.

The following paper has been divided chronologically into three periods - 1900-1935, 1935-1961, and 1962-1971 - for organizational reasons.

In the first 35 years of the century, the federal government

hesitantly entered the field of educational programming. The Royal Commission on Industrial Training and Technical Education was established in 1910 and issued its first report in 1913. The Commission was appointed after pressure for federal aid to technical education from organized business and labour. The Commission recommended that the federal government allocate a considerable sum for technical education. The government became occupied with the conduct of World War I, and it was not until 1919 that the Technical Education Act was passed, providing significantly less financial support for technical education than the Commission had recommended.

In 1913, the Conservative government of Robert Borden passed the Agricultural Instruction Act which it had promised in its campaign of 1911. The Act was passed under the authority of Section 95 of the British North America (BNA) Act which allowed the federal government to make laws regarding agriculture. This established a pattern, which the federal government followed for a large part of this century, of side-stepping the constitutional issues raised by Section 93 of the BNA Act.

Both Acts had limited success in encouraging a high quality of agricultural or technical education and equalizing opportunity. There was great difficulty in administering the legislation. Deaths and resignations of chief administrators and a lack of staff hampered the efficient functioning of the program. Administrators were unable to set proper guidelines for the expenditure of funds because of provincial jurisdiction over education. As a result, funds were spent on areas not intended by the legislation. Some of the poorer provinces were unable to claim their allotments because the programs were not applicable. On the other hand, the wealthier provinces usually received the most financial benefit from the programs. The Acts were allowed to terminate after ten years, causing financial hardship to provinces which had come to rely on the grant.

Technical education was not merely a federal concern during the early part of the century. A commission was studying the subject in the United States, and several Canadian provinces had appointed commissions. John Seath was appointed a one-man commission by the Ontario government and issued his report, Education for Industrial Purposes, in December, 1910. Seath set out a detailed plan for technical education in Ontario, a plan which the Ontario government adopted completely. As a result, Ontario was well-prepared to take full advantage of the Technical Education Act of 1919. Since the Deputy Minister of Agriculture of Ontario, C.C. James, was largely responsible for drafting the Agricultural Instruction Act, Ontario was able to benefit to the fullest extent.

With the onset of the Depression, the federal government curtailed its activity in educational programming. The Technical Education Act was terminated in 1929, and the Vocational Education Act of 1931 was passed, but was not enacted for financial reasons. Towards the end of the 1930's, the federal government became increasingly

concerned with the problem of unemployed youth. The Unemployment and Agricultural Assistance Act (1937) provided an inadequate, piecemeal approach to the problem. The Youth Training Act (1939) was an extension and improvement of the previous Act, but was shortly converted into a program to train skilled and semi-skilled labour for war industries. World War II may have been a turning point in the federal government's attitude toward education. One of the internal results of the war was the increased power of the federal government in relation to the provinces. This was in response to the need for a strong central body to conduct the war. Although the Rowell-Sirois Commission (1939) recommended that the federal government not allocate funds for secondary education, the Vocational Training Co-ordination Act (1942) opened the door to 18 years of active federal support for secondary education. This Act provided for the continuance of programs under the Youth Training Act and allowed the government to introduce new programs by signing agreements with the provinces. These programs seem to have been introduced on an ad hoc basis, with little parliamentary discussion of the constitutional or philosophical considerations. There was, apparently, little, if any, effective evaluation of the programs. Once again, the wealthier provinces were able to take greater advantage than the poorer. In the late 1950's, John Diefenbaker and the Conservatives finally ended the long reign of the Liberal Party. The Conservatives repealed the VTC Act and replaced it with the Technical and Vocational Training Assistance (TVTA) Act in 1960. The country was faced with a serious economic crisis. Jobs were scarce, and many blamed a shortage of facilities to train skilled labour as a chief cause of unemployment. By introducing the TVTA Act, the Diefenbaker government hoped to solve the problem by creating employment in the construction of new school buildings, as well as providing sufficient facilities to train skilled labour. The new Act, unlike the old, which was open-ended, had a termination date of six years after passage. It also made provisions for the continuance of agreements made under the previous act. Under the terms of the TVTA Act, the federal government agreed to contribute up to 75 per cent of the capital costs for construction of new buildings. In 1963, an amendment to the Act reduced this amount, as the federal government found that it had grossly miscalculated the cost of the construction program. This hurt those provinces who were slow in taking advantage of the program. Ontario, especially, was prepared to take full advantage of the new legislation and was by far the greatest beneficiary. In fact, one of the chief problems with the program was that Ontario was overwhelmingly the greatest beneficiary in terms of finances and enrolments. The conclusion was drawn that the plan for training and retraining manpower frequently did not reach those most in need of its service. Nevertheless, it was expected that the TVTA Act (which had passed Parliament with little discussion) would be renewed in 1967.

In a surprise announcement in October, 1966, Prime Minister Lester Pearson announced that the TVTA Act (introduced by the

Conservative government) would not be renewed. Pearson noted that the TVTA Act was unduly influencing education, a provincial responsibility, while not providing any political advantage to the federal government. For the first time, the federal government stated a policy with regard to education. In order to ease the abrupt change in policy, provisions were made for continuance of agreements under the TVTA Act. The new act, the Adult Occupational Training Act, is presently in force and has no termination date. The Act places the federal government in the position of a buyer of educational services. Its clients are students who receive tuition and living allowances from the federal government to take courses in provincial institutions approved by the federal government. The purpose of the courses is to retrain students quickly for jobs which the economy requires.

Although both Pearson and Prime Minister Pierre Trudeau have said that the federal government ought not to interfere with the provincial education policy, the present Liberal government continues to do just that. The federal government signed an agreement with Manitoba in March, 1972, to subsidize the capital and operating costs of a teacher-training institution for French-language teachers. Funds for this project come from the budget of the Language Administration Branch of the Department of the Secretary of State. There is no specific legislative authority, other than approval of the Department's budget, for this project. Another project of the federal government is the Local Initiative Program of the Department of Manpower and Immigration which is supplying funds to pay teacher aides. It is obvious, therefore, that the federal government continues to avoid the very real problem of constitutional responsibility for education.

In the following paper, the author has made use of primary source material where possible. Neither time nor finances, however, permitted a research of government archives or interviews. Furthermore, there does not seem to be ready access to government memoranda, especially for the last couple of decades. While researching his doctoral thesis, Lionel Orlikow found that:

For a researcher to obtain permission to examine official governmental correspondence requires the fiat of eleven cabinets. The researcher found strong reluctance among officials to grant access to memoranda on the ground that they were not written for publication and that to establish such a custom would inhibit frankness in the exchange of information. ²

It is hoped, therefore, that the study is accurate as far as it goes. It will be obvious that all the sources have not been exhausted. It does, however, provide a basis from which future work in the area

might be undertaken.

References

- 1 M. Oliver (compiler), British North America Acts and Selected Statutes 1867-1962 (Ottawa: n.d.), p. 87.
- 2 L. Orlikow "Dominion-Provincial Partnership in Canadian Education 1960-67," unpublished Ph.D. thesis (University of Chicago, 1969), p. 23.

I THE EARLY YEARS 1900-1935

1. Introduction

In the period 1900-1935, there were four acts passed by the federal government which were designed to encourage education. The Agricultural Aid Act (1912) was a temporary measure while research was undertaken for the Agricultural Instruction Act (1913-23); the Technical Education Act (1919-29) was passed in response to considerable pressure from organized business and labour; the Vocational Education Act of 1931 was designed to continue the work of the Technical Education Act, but a shortage of funds due to the Depression prevented the government from putting the Act into force.

From a historical perspective, these Acts seem to fall neatly into place; however, such does not seem to be the case at the time they were passed. Although the Agricultural Aid Act and the Agricultural Instruction Act were obviously related, it would appear from the evidence gathered that both educators and politicians viewed the Agricultural Instruction Act and the Technical Education Act as two separate, non-related pieces of legislation. There is no indication that a study was made of the mechanics of the Agricultural Instruction Act before the Technical Education Act was passed. The two Acts were administered separately by different Departments, and this may have been the cause of poor communications. As a result, both faced similar types of problems.

In both cases, the federal government felt it could pass the Acts without contravening Section 93 of the British North America Act. Nevertheless, it was unable to undertake the effective administration of the programs lest it encroach on the provinces' decision-making power regarding education. As a result, neither program accomplished what it was originally designed to do. There were no provisions to encourage the provinces to spend wisely, and a considerable amount was spent on areas not intended by the Act. The provinces differed so greatly in the degree of industrialization and the development of their educational systems that some were able to take full advantage of the federal programs, some partial advantage, and some almost none at all.

2. The Agricultural Aid Act 1912

While the election of 1911 was noted for its strident anti-Americanism, the farming community of Canada was not forgotten in the platform of the Conservative Party and its leader Sir Robert L. Borden. The Conservatives,

fighting the election as the opposition party, had said that they supported the "granting of liberal subsidies to the provinces for the purpose of supplementing and extending the work of agriculture."¹ When the Conservatives gained power from Sir Wilfrid Laurier and the Liberals in October, they quickly took steps to fulfil their campaign promise.

Throughout the first decade of the twentieth century, "there was much vague talk... about the exodus of people from the farm to the city... and about the need of carrying scientific knowledge from the laboratory and the agricultural college to men on the farm."² The census of 1911 encouraged further discussion of the issue when it showed that the rural population of Canada had decreased from 74 per cent in 1881 to 54 per cent in 1911. According to J. C. Miller, "the need for the encouragement of agriculture was so obvious that the national government decided to act as far as agricultural education was concerned without waiting for the report of the Commission on Industrial Training and Technical Education."³ The fact that the Commission had been appointed by the Liberal Party, despite the criticism of Borden as leader of the Opposition, may also have encouraged the new government to act without the benefit of the report.

The Agricultural Aid Bill, introduced in the House of Commons in February, 1912, was a temporary measure. The Minister of Agriculture, Martin Burrell, said that he was

... convinced that legislation this session designed to embody provisions which would make for a maximum of harmonious co-operation and a minimum of friction between the various parts of Canada was impossible.⁴

He said that the Bill "would only be keeping faith to do at least something this year" while allowing the government "to lay a sound foundation for any permanent constructive legislation."⁵ During the year the Act was in force, the government would appoint someone whose duty it would be

... to become thoroughly conversant with agricultural conditions, and with the methods carried on in the different provinces; to find out on what lines the educative, legislative and practical agricultural work was being conducted, and thus put the government in a position which would make for action of a truly co-operative and stimulative character, and which would lend to the excision of unnecessary duplication, and promote efficiency and progress all round.⁶

To undertake this task, the federal government appointed

C. C. James, Deputy Minister of Agriculture in Ontario "for more than a quarter of a century." During the year that James was to study the problem and make his recommendations, the Agricultural Aid Act would be in force. The Act was passed in April, 1912, and contained only two clauses:

2. The Governor in Council may, in any year, and upon such terms and subject to such conditions as are prescribed by order in council, grant to any province, for the encouragement of agriculture, a subsidy not exceeding such sum as may in such year be voted by Parliament for that purpose.

3. The Minister of Agriculture, with the authority of the Governor in Council, may enter into an agreement with the Government of any province setting forth the terms upon which such subsidy is granted, and prescribing the conditions under which and the purposes for which it shall be expended.⁷

To give effect to the Act, an appropriation of \$500,000 was made to be divided among the provinces by population according to the census of 1911. Miller said that much of the money was spent "for educational purposes along agricultural lines, as desired by the provinces."⁸

3. The Agricultural Instruction Act 1913-1923

On January 24, 1913, Martin Burrell introduced the Agricultural Instruction Bill into the House of Commons as "prompt and complete fulfilment" of the Conservative campaign promise of 1911. Burrell said that the Bill was the result of a study of agriculture in Canada undertaken by C. C. James during the past year. He said that there were two problems which confronted the country: "the ever-increasing cost of living, with its heavy burdens, and the increase of urban as against rural population."⁹ Burrell was convinced that the best way to solve the problem was by increasing educational opportunity. He explained:

We restrict the purposes of the Bill to education because by so doing we get at the true basis of successful production.¹⁰

Moreover:

Help given in an educational direction will not only mean better farming, but better farmers

and better and happier men and women.¹¹

Funds for education were to be used to "(strengthen) the machinery already existing in the provinces, or by them properly established."¹² This "machinery" included the agricultural colleges, establishment of agricultural schools, the initiation of agricultural teaching in the public schools, and work by travelling qualified instructors.

The Act was to extend over 10 years (1913-23) with an allocation of \$10 million, but was extended for another year with a grant of \$900,000. Grants were also made to Nova Scotia of \$20,000 a year for six years and to New Brunswick of \$5,000 a year for five years after 1923 to help them pay off debts incurred for farm buildings constructed under the terms of the Act. For the first year, \$700,000 was allotted and increased annually to 1917, after which \$1,100,000 was provided annually. Except for certain modifications, funds were to be allocated to the provinces on the basis of population. Degree-granting veterinary colleges were to be given \$20,000 per year. A similar amount was allotted to each province regardless of population to take account of "those provinces whose rural population is of large proportions, whose sources of revenue are limited and whose agricultural development greatly needs stimulation."¹³ The Act also provided that

... if in any year any province is not prepared to use all its grant the unused remainder shall be held by the Dominion for future use by that province, or until such time as it can make a good claim, or show good cause for payment.¹⁴

Table 1, pages 12 and 13, outlines the annual amount paid to each province under the two Acts. Note that Ontario was allotted by far the largest amount of cash.

The Act provided "for reasonable Dominion supervision" over expenditures through "careful consideration of the agreements entered into (with each province), and inspection of the work done, and a full report made to Parliament of the whole matter."¹⁵ There was also to be an annual conference to be attended by provincial and federal officials and a publication, The Agricultural Gazette, to keep Canadians "continually informed as to agricultural work in progress in all parts of the country."¹⁷

(a) General Effects of the Agricultural Instruction Act

Shortly after the Liberals under the leadership of Mackenzie King defeated Arthur Meighen's Unionists late in 1921, they appointed Duncan Marshall, a defeated Liberal candidate from Alberta, to report on the operation of the Agricultural Instruction Act which was due to terminate on March 31, 1923. The report was generally negative; however, it still recommended

the renewal or at least extension of the Act. Marshall posed the question:

Has the expenditure of ten million dollars during the last ten years brought about an adequate increase in the number of boys and girls, in Canada, who are receiving an agricultural education? ¹⁸

And answered:

It is rather doubtful if it has. ¹⁹

Marshall pointed to the difficulties in administering the Act due to "the very different conditions existing in the various provinces." He continued:

Some of the provinces had already made a good deal of progress in agricultural education, while others had not really begun. It was, consequently, quite impossible to make anything like a uniform rule for expenditure that would apply all over Canada. ²⁰

Marshall criticized the expenditure of federal funds for the construction of school buildings.

A capital expenditure of this kind is clearly the duty of the province to provide, but large sums were used in this way, thus curtailing the amount of educational work that should have been accomplished by this vote. ²¹

Marshall recommended that "in the event of the grant being renewed there should be a very distinct understanding that no part of it should be used for buildings and equipment." ²² Marshall also implied that the funds allocated to the provinces could be put to better use.

There are a good many activities in the various provinces supported by this grant, that are quite useful in their way...but they are but little compensation for the lack of a thorough education and if we are to keep in mind the ideal of the Minister who framed the Act we must aim at something more effective and permanent than many of the purposes for which the money is now spent. ²³

TABLE 1

Payments by Dominion to Provinces on Account of Agricultural Aid Act of 1912

Year	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario
1912/13	\$ 6,530	\$ 34,289	\$ 24,510	\$ 139,482	\$ 175,733
1913/14	26,530	54,288	44,510	164,111	211,105
1914/15	27,833	61,146	49,407	191,801	230,869
1915/16	29,138	68,002	54,308	220,441	266,014
1916/17	30,444	74,859	59,210	248,926	316,766
1917/18	31,749	81,717	64,111	278,539	336,303
1918/19	31,749	81,717	64,111	277,780	176,173
1919/20	31,749	81,717	64,111	276,996	511,303
1920/21	31,749	81,717	64,111	276,114	350,589
1921/22	31,749	81,717	64,111	275,727	348,878
1922/23	31,749	81,717	64,111	275,998	409,239
1923/24	27,068	61,783	50,939	213,816	268,525
Total	\$338,038	\$844,666	\$667,548	\$2,839,732	\$3,601,498

Note: The Act (of 1913) expired in 1923 and expenditure for 1923-24 was authorized by Vote 51 Main Estimates 1923/24. After the termination of the Act grants were made to Nova Scotia and New Brunswick to apply on the amortization of the debt against certain school buildings of \$20,000 and \$5,000 respectively

and Agricultural Instruction Act of 1913. 16

Manitoba	Sas- katche- wan	Alberta	British Columbia	Total
\$ 31,730	\$ 34,296	\$ 26,095	\$ 27,335	\$ 500,000
51,730	54,296	46,095	47,335	700,000
58,075	61,152	51,310	52,799	784,392
64,421	68,011	56,529	58,266	885,130
58,767	74,870	61,747	63,733	989,322
89,113	40,864	66,966	63,949	1,053,311
77,113	81,728	66,966	74,449	931,786
77,113	122,593	66,966	69,199	1,301,747
77,113	40,864	66,965	69,199	1,058,421
77,113	122,593	33,433	69,199	1,104,570
77,113	81,728	100,448	69,199	1,191,302
<u>68,666</u>	<u>80,422</u>	<u>66,938</u>	<u>61,843</u>	<u>900,000</u>
\$807,968	\$863,419	\$710,508	\$726,505	\$11,399,882

for the years 1924-25 to 1928-29 inclusive. In 1929-30 the sum of \$8,389 was paid to Nova Scotia and in 1930-31 the sum of \$9,295 was paid to New Brunswick. This completed these grants.

A lack of adequately trained teachers was one of the major problems facing the program. Marshall said that "we lack something in the higher training for teachers" and suggested that "a portion of the grant... be used for Post Graduate work in Agriculture."

While Marshall was relatively negative in his assessment of the results of the Act, he still recommended its renewal "for a period of ten years." His reasons for his recommendation were that "the work having begun... has become a necessary and fixed part of each Provincial Agricultural Department's operations... an organization has been established... plans have been made that have no termination." Perhaps most important, however, was "that in the event of the Agricultural Instruction Act not being renewed, a large part of the work done under the grants made by it, would have to be discontinued."²⁴ In addition to the recommendation that the Act be continued, Marshall made the following recommendations:

2. That definite arrangements be made with each of the Provinces to increase their facilities for agricultural education and secure a larger number of students for at least a two term period of instruction;

3. That special attention be given to instruction in dairying, and the establishment of dairy schools where the same are urgently needed;

4. That the grant to Veterinary Colleges be based upon the number of students from Canada;

That a part of the grant be used for the establishment of post graduate work in agriculture, in one or two of our Agricultural Colleges, for the training of specialists to carry on the research work so vital to our progress in scientific agriculture, and also to give us more highly trained teachers for our education institutions.²⁵

Despite the recommendations of Marshall, it was decided not to renew the Act. Maxwell said that the Liberal government had a large debt due to expenditures resulting from World War I and believed that the provinces had adequate resources to carry out their own programs. The Act was a Conservative measure, making the Liberal government less likely to agree to it, especially since King was opposed in principle to subsidies. Maxwell also stated that officials in the Department of Agriculture opposed the program because of interdepartmental jealousies and because they believed that the Act had few accomplishments to its credit.²⁶

Perhaps the most important cause of the "general (recognition)

that assistance under the Act was not used effectively"²⁷ were the difficulties (many of them built into the Act) of administering it. This was the first federal aid measure of its kind, and its originator, C. C. James, had no Canadian precedents to draw on. James, the Commissioner, died in 1916, and W. J. Black, President of the Manitoba Agricultural College, was appointed to succeed him. Black, however, was not familiar with the operation of the program. He resigned two years later to take charge of the civil re-establishment of demobilized soldiers.²⁸ For the remaining years, the Act was administered by a department official under the supervision of the Minister of Agriculture. The Commissioner's task was made more difficult by an inadequate staff and the wording of the Act itself. Before the provinces could draw funds from the program each year, each province had to submit an individual plan to the federal government outlining how it proposed to spend its allocation. The term "instruction" was not defined in the Act. Gettys reported that a "liberal" interpretation was allowed and "the ability of provincial officers to judge the requirements of their people was recognized."²⁹ There was also no cost-sharing clause in the Act so that the provinces did not have to spend any of their own money to draw a federal grant. Gettys said that "while advice and suggestions were freely granted by the Dominion, there was no attempt at coercion or unnecessary restraint."³⁰ The result, as Marshall indicated, was that the provinces spent their grants for purposes not necessarily intended by the Act. While the Act was passed under the authority of Section 95 of the British North America Act which stated that "the parliament of Canada may, from time to time, make laws in relation to agriculture in all or any of the provinces...", the federal government was unwilling to interfere with the educational jurisdiction of the provinces. As a result, effective administration was virtually impossible. Administrative provisions written into the Act to unify work across the country were ineffective. There was to be an annual conference in Ottawa attended by federal and provincial officials and by persons engaged in agricultural instruction. Only one conference was held - in 1914. The War and the lack of a Commissioner after 1918 hampered any attempts at arranging subsequent meetings. There was to be inspection of provincial work by federal officers; however, Maxwell said that "an adequate system of federal inspection was never set up, and from the outset only casual and haphazard visits were made to the provinces."³¹ An Agricultural Gazette was to be published monthly and distributed free of charge. The Gazette was established, "but its influence was not significant."³²

(b) Effects on Ontario

Since C. C. James, former Deputy Minister of Agriculture in Ontario, was responsible for developing the Agricultural Instruction Act, it is not surprising that the program fitted conveniently into the existing program in Ontario. The course of agricultural education in Ontario was not

materially affected by the Act. Ontario reported:

In considering the nature of the work performed or in attempting to estimate its value, it is to be remembered that the work being carried on by the provincial department at the time the Act came into effect was for the most part educational in its character. Therefore, no change of policy in this respect was called for... moneys made available by the Act were used to supplement the funds granted to agriculture by the province rather than to inaugurate new branches of work.³³

For example, federal funds did help Ontario extend its District Representative system substantially. The contribution of the federal government to the provincial budget for agriculture was not large enough to bring about any change in policy.

...the Department of Education is now spending approximately five dollars for every one received from the Federal subsidy in carrying on the very work which seems to have been intended by the Act.³⁴

(Note the apparent confusion in what the Act was intended to have accomplished.) Moreover, it seems that any change in policy would have proved extremely difficult due to the dual responsibility for the federal program.

...as the Department of Agriculture of Ontario administered the fund for this province, the Department of Education found it difficult to expand in the direction intended as far as it might.³⁵

(c) Conclusion

The evidence gathered tends to indicate that the decision of the federal government to establish and terminate the agricultural education program was to a large extent influenced by partisan politics. The program formed part of the Conservative platform in the election of 1911. The Liberals had stated their opposition to federal subsidies to the provinces for specific purposes, but surely the fact that the Act was a Conservative undertaking had some real bearing on the decision to allow it to terminate, despite Duncan Marshall's recommendations. Lack of adequate administration at the federal level was the single most important reason for the ineffectiveness

of the program. Fear of intruding on provincial jurisdiction over education prevented the federal government from establishing and enforcing rigid criteria for the expenditure of federal grants. Since the Act did not include any provision for the provinces to match the federal grant, there was little encouragement for the provinces to spend wisely. Provisions for national co-operation and inspection were ineffective. There was not an adequate administrative staff to deal with the very different problems across the country.

Marshall, in his report on the Act, stated that it was really not having the impact that it should have. Nevertheless, he was still able to recommend that it be extended for another ten years because to do otherwise would force many of the provinces to end their programs abruptly. If the government had accepted this rationale, the Act could still be in force today. On the other hand, the decision to allow the Act to come to its conclusion in 1923 very likely had a serious disruptive effect on the educational systems of many of the poorer provinces which relied heavily on the annual grant. Ontario was in the fortunate position of being able and willing to undertake and finance its own program of agricultural education. As we have seen, the provincial government was spending five dollars for every one received from the federal government. Moreover, the Ontario program neither began with the passing of the Agricultural Instruction Act nor did it cease with its termination. In fact, the federal program had little effect on the course of agricultural education in Ontario.

4. The Technical Education Act 1919-29

(a) Background: 1897-1911

The first decade of the twentieth century saw a build-up of pressure for additional facilities for the training of skilled workers. As Canada's most industrialized province, the focus of this pressure was centred in Ontario. The province had passed legislation in 1897 to allow local boards to establish technical schools or change existing high schools to technical schools.³⁶ Ontario, however, was unwilling or unable to give adequate financial support to this program, with the result that the manufacturing and labour groups shifted their demands to the federal government. The Canadian Manufacturers' Association and the Trades and Labour Congress were the industrial leaders in the campaign for federal financial support for technical education. In general, their interest was spurred by the rapidly expanding economy. For example, in the period 1900-1910, total Canadian merchandise exports of approximately \$183 million had risen to \$298 million. Most important for the advocates of expansion of technical education were the figures which showed that between 1901 and 1911 capital investment in Ontario manufacturing rose from \$215 to \$595 million; the number employed by manufacturing interests rose from 167,000 to 239,000; industrial wages from \$57 to \$118 million; and the value of manufactured

products from \$242 to \$580 million.³⁷

The rapid growth of Canadian industry resulted in a shortage of skilled workers to such an extent that, at the 1902 annual convention of the Canadian Manufacturers' Association, considerable time was spent discussing the prospects of importing skilled workers from countries with better training facilities.³⁸ The apprenticeship system of training workers was no longer effective. As a result, it proved difficult for those seeking to learn a skill to acquire adequate training. John Seath reported that "owing to changes in industrial organization, the old means of providing skilled labour (apprenticeship) has practically disappeared."³⁹ The industrial interests took the position that what was good for industry was good for the country, a prevalent attitude of the time.

They said:

Up to ten years ago, Canada was to all intents and purposes an agricultural country. Assuming that the industrial life of the country will be the potent influence for at least the next century, how are we going to fit our citizens for the task which is before them? It becomes at once evident that the natural aptitudes and inclinations of the boys must be trained and directed towards the practical and commercial life...⁴⁰

Labour's position was to emphasize the value of technical education to the individual rather than to the corporation.

Technical training that opens to the mechanic an opportunity to rise above the routine of ordinary drudgery, instructs him in conception and technique, broadens his craft outlook and remedies deficiencies caused by his daily environment, all make for the best interest of the individual...⁴¹

From the point of view of some pedagogues in Ontario such as John Seath, the system as it was operating was oriented towards the strictly academic student to the exclusion of all others. Seath, for example, believed that this was one of the main causes for students leaving school either before the school leaving age of 14 or upon reaching 14.

The chief causes (of truancy) are parental indifference and lack of control, the irksomeness of study and of the restrictions of the

elementary school and the desire on the part of many to engage, as soon as possible in some sort of money-making employment, no matter how small the pay.⁴²

Seath concluded:

For the pupil who is going to take up some industrial occupation our school system provides no course which he or his parents recognize as bearing adequately on his future. He is without incentive to continue at school.⁴³

Not all, however, were convinced of the advantages of technical education. Reports Stamp:

There was continued opposition from elementary school teachers who feared that the new subjects would encroach on time allotted to the traditional subjects, and opposition from principals who were loath to find time and accommodation for manual training and domestic science.⁴⁴

Seath, a high school inspector in 1903, cautioned the Ontario Education Association against such strong negative attitudes:

I regret to hear that in some of your sections the latest product of the educational revolution-- Manual Training,* Domestic Science and Art, was last year, and I fear is even this year spoken of in a somewhat inconsiderate way. Permit me to say that indifference and hostility... is much to be deprecated. These new subjects have come to stay and it would be well for all of you... to realize the fact and to use the movement, as it may be used, for the proper ends of education.⁴⁵

Given the above situation, the Canadian Manufacturers' Association, with the support of the Trades and Labour Congress early in the decade, took

*

It should be noted that manual training and technical education were not interchangeable terms. Manual training was part of a general education while technical training was designed to teach specific job-oriented skills.

the lead in pressuring the federal government for support of technical education. This pressure materialized in several forms. Industrial Canada, the journal of the CMA, wrote editorials extolling the virtues of technical education. Addresses by the various presidents of the CMA, letters to Prime Minister Laurier and the provincial premiers, and deputations to the Prime Minister were some of the means whereby the CMA tried to encourage the federal government to establish a Royal Commission to look into the problem.

In 1904, George Drummond, President of the CMA, stated in his address to the Association that:

If our own nation is to hold a place in the world's competition, we must follow the example of Germany, the United States, and the United Kingdom, in the establishment of training schools for Canadians within our borders. I hope that this important question will receive consideration from the Canadian Government during the coming year.⁴⁶

The convention of 1904 established a special committee to investigate technical education abroad "with a view to recommending early action on the part of the Dominion Government in inaugurating a national movement for a standard system of technical education in Canada."⁴⁷ The committee's report was adopted the following year, and a resolution passed asking the federal government to appoint a commission "to report on the best method for establishing a comprehensive national system of Technical Education."⁴⁸

1906 was a year of much action on the part of the CMA and other groups and individuals which came to its support. In the spring, the Association presented a brief to the federal government requesting a commission to look into technical education. There was little action from the government because, Stamp concluded:

Laurier continued to adhere to the position that the constitutional prerogative enjoyed by the provinces in education prevented federal action in technical education. The political realities of federal-provincial relations in education, particularly with memories of the Autonomy Bills dispute of 1905 still fresh in his mind, also impressed Laurier.⁴⁹

In the fall of 1906, after a fruitless wait for federal action, the technical education committee of the CMA mailed copies of its brief to every member of the federal and provincial legislatures. The brief was endorsed during the year by the Trades and Labour Congress and the Toronto Board of Trade. Ontario's Minister of Education, R. A. Pyne,

lent his support to the campaign when he told the Ontario Education Association that "the Dominion Parliament should make an annual grant to every Technical School that is established in this Dominion."⁵⁰ Laurier's position, however, remained unchanged. In a letter to a Manitoba College professor he said: "The subject of technical education is a delicate one and up to the present time we have not seen our way to take it up."⁵¹

Stamp says that there was evidence of some federal support of technical education within the Liberal caucus in early 1907. There were meetings with the government, and a resolution was introduced in Parliament by Hugh Guthrie (South Wellington) on February 10, 1908, to the effect that "a commission of inquiry be appointed to investigate the needs of Canada in respect to technical education and to report on ways and means by which these needs may be best met."⁵² In his speech to Parliament, Guthrie dealt with the constitutional aspects of his resolutions. He concluded:

Technical education is a matter of economics rather than of scholarship. It is a matter which will yield a monetary return rather than a return in culture and refinement. Such then is the broad distinction between 'education' as used in the 93rd section of the British North America Act and technical or industrial training...⁵³

Guthrie also pointed out that the federal government was already involved in technical education.

I submit that the Dominion government are now engaged in a system of technical education regarding agriculture... Our Dominion government have engaged in technical education in the Royal Military College at Kingston, where there is a general engineering course, apart altogether from military requirements. They have also established at Kingston a school of navigation, which is purely, technical education. They have established marine biological research stations at Gaspé and Georgian Bay — purely technical work...⁵⁴

Guthrie, in effect, was presenting the views of the CMA before Parliament. He made reference to the National Policy, an argument used by S. M. Wickett, a prominent member of the CMA executive and technical education committee. Wickett had said that:

Technical education is inseparably a part of our national industrial policy... It is the domestic side of the tariff. The tariff, by regulating the amount of our imports, encourages native industry and secures a market for its products. Technical education by improving the efficiency of our artisans makes for economy of production, and enables industry eventually to do with less protection. Again technical education brings with it a careful study of our natural resources. It devises means whereby our raw materials can be utilized in the process of manufacture, and thus stimulates the growth of our industrial establishments.⁵⁵

There was little discussion, and the motion was talked out. It is difficult to determine how much importance to attach to this resolution. It was introduced by a Liberal back-bencher at the request of the CMA and TLC and was not a government bill. There was little time set aside for its discussion and few members in attendance.

Laurier was still unconvinced. He wrote George Ross, government leader in the Senate, on February 17, that "I have not thought favourably of appointing a commission on the subject of Technical Education."⁵⁶ The following week, in a letter to A. G. Mackay, leader of the Liberal opposition in Ontario, he said that, "It is not our intention to appoint such a commission. I have always taken the ground that this is a matter to be dealt with by the Provinces and not us."⁵⁷

The CMA, however, continued its campaign. It wrote to the nine provincial premiers asking them to support the idea of a federal commission. Before the year was out, all but the Premier of Quebec, Lomer Gouin, had written Laurier in support of the CMA proposal.⁵⁸

Shortly after the request went out, the CMA learned that William Lyon Mackenzie King was attempting to win the government's support for such a commission. In 1902, King had been appointed Deputy Minister of Labour and, in 1908, had won a seat in Parliament for the Liberals. On June 2, 1909, he was appointed Minister of Labour, the ministry most concerned with the proposed commission.⁵⁹ Stamp stated that:

Mackenzie King's role in the campaign to establish a federal commission on technical education was of crucial importance. Within eight months after his appointment to the cabinet he had succeeded in persuading a reluctant Prime Minister Laurier and a somewhat apathetic cabinet to support the measure, and had taken

the initiative in securing cooperation from all the provinces, including Quebec.⁶⁰

On December 6, 1909, Guthrie again introduced the resolution requesting a federal commission on technical education.

That in the opinion of this House it is advisable that a commission of inquiry be forthwith appointed to investigate the needs of Canada in respect to technical education, and to report on ways and means by which these needs may be best met.⁶¹

Guthrie covered the same ground he had in his previous speech, with the addition of a plea to the interests of the whole nation. He said that "it was a question of national concern, and not a local or sectional matter."⁶² The debate was considerably longer on this occasion and had the participation of a member of the Cabinet, W. L. M. King.

The Minister of Labour spoke of competition from abroad.

... if we are going to hold our own against that kind of competition (foreign) it will only be by bringing our workmen up to the highest degree of efficiency, and by seeing that our industries are managed by men who are second to none in technical knowledge and training. They talk of the Yellow peril. Sir, I find no danger in the Yellow peril if you consider it under the aspect of immigration. I believe that it can be dealt with by diplomacy; I believe it will be possible to keep the oriental to his own side of the Pacific as it is in every way desirable he should be kept. The real Yellow peril, a peril that is surely coming, is that of industrial competition with the Orient, and when it does come in all its power, it will present to us the greatest problem with which this continent has yet been faced.⁶³

King, however, was sincerely concerned about the constitutional aspects of the proposed commission and was not willing to rush into any such venture.

There is left the doubt on the question of jurisdiction... I do not believe that too much

importance can be attached to the work of technical education to be done by the authorities whose duty it is to perform the work. But it is another question whether or not this parliament has the power to go into this question...⁶⁴

King wanted explicit approval from the provinces before committing the federal government to action.

It should...be...a case of an earnestly expressed desire which the government should be asked to listen to. I think, the risk should not be run of raising a great constitutional question in a matter of such great national importance until at least the exact position of this government with regard to this question is fully and rightly understood by the different provinces and by the people in the country.⁶⁵

The leader of the Conservative opposition, Robert Borden, disagreed with King, favouring immediate action. He proclaimed:

When we have had illustrations..every year for the last 15 or 25 years in every set of estimates brought down, is it not absolutely perfect folly to talk about there being any constitutional objection whatever to granting aid immediately to technical education in this country...the government should act in this matter at once.⁶⁶

Despite Borden's objections, King moved the adjournment of the debate. He then set out to write all nine provincial premiers to get their approval for the proposed commission. In his letter dated December 13, 1909, King said that "the commission shall be solely for the purpose of gathering information, the information when obtained to be published in a suitable report to be at the disposal of the provinces and available for general distribution."

He concluded:

It is recognized, however, that the work of such a commission to be of national service, should have the hearty endorsement of the

governments of the several provinces of the Dominion, and I am, therefore, writing to ask if the appointment by the federal authorities of a commission of the character and scope suggested, would meet with the approval of your government, and to inquire, in particular inasmuch as some doubt had been expressed on the point, whether exception to such a course would be taken on any ground of jurisdiction.⁶⁷

By the end of January, 1910, all the provinces had replied favourably, although the Province of Quebec had some reservations. Premier Gouin agreed to the proposal because:

As...you give me the assurance that the federal authorities in instituting a commission of investigation, would simply do it with a view to help the provincial governments...we see no objection to the appointment of such a commission.⁶⁸

With all the provinces stating their agreement, on January 28, 1910, the federal government announced its intention to establish a Royal Commission on Industrial Training and Technical Education.

While pressure was being focussed on Ottawa during this decade, Ontario began giving encouragement to technical education. A new grant system introduced in 1903 produced a rapid increase in manual training and domestic science classes in the elementary schools, although whether this was technical education or not was a matter of considerable discussion. Both Toronto and Hamilton opened new technical high schools during the decade, while smaller Ontario centres introduced technical education departments in their collegiates.⁶⁹ Stamp reports, however, that "technical education at the secondary level moved ahead more slowly than manual training at the primary level during the 1906-1909 period."⁷⁰ Stamp attributed the slowness of local committees in establishing technical high schools to "the failure of the provincial government...to establish a definite provincial grant system and to lay the foundations for a provincial policy on secondary school technical education."⁷¹ Political pressure for further provincial action was building up both inside and outside of the Conservative government of James Whitney. Education Minister R. A. Pyne wrote in his report of 1907 that:

As Ontario produces over one-half the manufactured goods of Canada, her interest in the problem of technical education may be well considered, and her duty to do something in her own behalf properly estimated.⁷²

The leader of the Liberal Opposition also pushed for greater provincial involvement and made technical education an issue in the election campaign of 1908. The Whitney government was returned to power and in August, 1909, appointed Superintendent of Education John Seath to examine technical education abroad and recommend a system of technical education for Ontario.⁷³

Interest in technical education was not confined to Ontario. Other provinces, such as Prince Edward Island and Manitoba, appointed commissions to study technical education, as did the government of the United States. There was, it seems, a continental interest in technical education.

5. The Commissions Report 1910-1919

(a) The Seath Report

In December, 1910, Education for Industrial Purposes, John Seath's report on technical education, was published. Seath said that the importance of the problem of technical education was the result of three main causes:

1. The rivalry amongst the nations for commercial supremacy;
2. The imperfect provision for training skilled workmen; and
3. The modern extension of the scope of education to include vocational as well as cultural training, administered and maintained wholly or largely at the public expense.⁷⁴

To remedy the problem, Seath recommended an extension of domestic science and manual training in the senior primary schools for those who would leave school at the age of fourteen. For those not likely to gain entrance to technical high schools, he recommended the industrial school, where they would receive specialized occupational instruction as well as related academic subjects. Seath proposed also that there be technical high schools or high school departments which

would prepare for positions in industrial life which require special technical knowledge and are of greater importance and responsibility than those held by skilled mechanics. Those who would attend them would come from homes unembarrassed by financial considerations, whereas with those who would enter the industrial schools, wage-earning at an early age would be a necessity.⁷⁵

To go along with this system, Seath recommended the establishment of evening vocational classes to provide "supplementary instruction" for those with jobs and to provide for "the large numbers that will always be prevented by various causes from availing themselves, even in part, of day school instruction, special systematic instruction will be indispensable."⁷⁶

Seath, like those who were to devise and administer technical education programs in later years, believed that properly trained and qualified teachers were the most important single element in the establishment of a system of technical education.

In any scheme of education, the question of the qualifications and training of teachers is a basal one, and it is especially so in the case of industrial and technical education, which, being in most respects a specialized form of education, requires teachers specially trained.⁷⁷

Seath said that "the manual training teacher is not now fully qualified for a position in an industrial school."⁷⁸ He said that there was a shortage of properly qualified teachers because "the history of the manual training movement in this Province shows us that, with a very limited number of available positions and especially with an uncertain future, few are willing to prepare themselves for specialized work..."⁷⁹ While not providing a specific curriculum for teacher education, Seath asserted that "we must for some years provide, besides free tuition, an allowance for travelling expenses and maintenance while they are preparing themselves for these duties."⁸⁰ He also suggested that teachers from other countries be hired if they were fully qualified:

Nor in providing our teachers should we, if need be, confine ourselves to the Province of Ontario. No narrow spirit of exclusion should prevent us from securing the best.⁸¹

To train teachers in Ontario, Seath recommended a Provincial Industrial College, which would also carry on work of an advanced nature. To oversee the whole system of technical education, he recommended the appointment of a director of technical and industrial education.

Seath attempted to solve the problem of truancy as stated above by recommending stricter enforcement of existing legislation and proposing a new Act.

To spend large sums of money on industrial and agricultural education without taking means to ensure attendance is neither logical nor economical. It is of material importance that

the existing Truancy Act should be properly enforced. An Ontario law making full-time school attendance compulsory until 16 or 17 would also be desirable. But such a law is impracticable; for many between 14 and 16 or 17 are now and always will be compelled by dire necessity to earn what they can.⁸²

To solve the problem, Seath proposed a "local option" clause in the new legislation.

It was obvious to Seath that for his proposed system of technical education to become a reality a considerable expenditure of funds would be necessary. Financial support, suggested Seath, ought to come from three sources: the Legislature of the Province; the municipalities concerned as part of the school rates; and by special subsidy from the federal government.⁸³ It is obvious, however, that Seath believed that the largest share of the financial burden ought to be carried by the federal government.

No other form of education is so intimately bound up with national prosperity... (the federal government) promotes the advancement of agriculture in the Provinces and has already done something for the advancement of the other industries. In a few cases... it has even made grants more or less directly for Provincial education. It has established at Kingston a Military College for instruction in engineering, which is, ... available for general as well as military purposes... With limited resources and the necessary demands of other departments of the public service, it is more than doubtful if any of the Provinces will alone be able to make adequate provision for both industrial and agricultural education... it appears to be clear that the Provinces have a claim upon the Dominion, based on the logic of the situation, the example of other countries and its own action in cases detailed above. The revenue of the Dominion for the financial year ending March, 1910, was \$101,503,710.93 and the expenditure \$79,411,747.12, leaving a surplus of \$22,091,963.81 and every indication points to a rising revenue and continued surpluses. Two or three millions for the purposes under consideration would hardly be missed, while the

advantages to trade and commerce would far more than justify the appropriation.⁸⁴

Seath also recommended that the federal government establish an Institute of Industrial Research "for the advancement of the trades, as the Dominion has already done in the case of agriculture, mining and other departments."⁸⁵

On February 27, 1911, Education Minister R. A. Pyne introduced "An Act Respecting Education for Industrial Purposes" to be known as the Industrial Education Act of 1911. While the Seath Report was the major impetus for the introduction of the Act, Stamp says there were two other important factors.

Premier James Whitney had made no secret of his desire to move into the field of technical education, this had been forecast even before Whitney's assumption of power in 1905, but had been temporarily delayed while the government first considered such other educational problems as the University of Toronto and rural education. Secondly the campaign for increased technical education in Ontario showed no signs of slackening during the months that Seath conducted his investigations and prepared his report, Whitney could not have shelved the report even if he had wished.⁸⁶

The Act received royal assent on March 24, 1911, after a quick passage through the provincial legislature. It relied heavily on the Seath report and was "the first comprehensive legislation outlining a provincial policy on technical education in Ontario."⁸⁷ The Act provided for industrial and technical schools under the control and management of local advisory industrial committees. It also provided a scheme for provincial grants for technical education. While the Act was received favourably, it was not at this time in the forefront of public attention. The federal election, the reciprocity and naval debates, and the bilingual schools controversy diverted public attention. Nevertheless, the Act was very significant for the future of technical education in the province. With slight changes in 1913 and 1915, it provided the basis for provincial action on technical education until the Vocational Education Act of 1921.⁸⁸

Stamp said:

... in the long run the support given to technical education by the 1911 Act

provided the impetus for the first half century of growth and development of technical education in Ontario, until superseded by the federal provincial arrangements set down by the Diefenbaker government's Technical and Vocational Training Assistance Act of 1960."⁸⁹

(b) The Royal Commission on Industrial Training and Technical Education

The Royal Commission on Industrial Training and Technical Education (The Robertson Commission) presented the first volume of its report to the government in May, 1913, and the remaining three volumes a year later. The members of the Commission were James Robertson, Chairman, the principal of Macdonald College at McGill University; the Honourable John N. Armstrong, a member of the Nova Scotia Legislature; Gaspard DeSerres, the principal of a Montreal technical institute; George Bryce, a professor from Manitoba; David Forsythe, principal of Berlin (Kitchener) Collegiate; Gilbert Murray, secretary of the Canadian Manufacturers' Association; and James Simpson, a representative of organized labour.⁹⁰

In dealing with the teaching of drawing, manual training, and "prevocational" work at the elementary level, the Commission recommended that the federal government create a fund of "not less than \$350,000 a year for ten years"⁹¹ to be granted to the provinces on the basis of population. The Commission recommended a system of technical education in which:

- 1) Secondary Vocational Education (is) provided for those persons who are to follow manual industrial occupations, producing occupations such as agriculture, conserving occupations such as housekeeping, and commercial and business occupations.
- 2) Secondary education for those who have gone to work should be provided in day and evening classes in close correlation with their occupation...
- 3)... the universities and colleges are providing technical courses to meet the demands from an increasing number of students... The rapid growth and development of the country... will call for still larger numbers of graduates. In consequence the universities and colleges

are sure to require increased financial support. The Commission is of the opinion that this should be provided from some source without causing the fees required from the students to be so high as to exclude suitable young persons who may seek the highest grade of technical education.⁹²

Funds for the proposed programs, the Commission stated, should be provided

...by public authorities and by individuals, corporations and associations who are directly concerned and who would be likely to profit by the results to be obtained.
 ...the relative measure of support should be in some equitable proportion to the interest in the results, and the ability to pay, of the four possible classes of contributors, viz (a) the individuals, corporations and associations, (b) the local community such as town city or county, (c) the province and (d) the Dominion.
 ...the new financial responsibility and burdens for industrial training and technical education, on a scale large enough and generous enough to be available to all the people between the ages of 14 and 18, should be sustained in large measure by funds from the Dominion Government.
 ...the financial support provided from Provincial or Dominion sources as grants to local authorities, should be devoted mainly if not wholly to the payment of a proportion of teachers' salaries and of the cost of equipment for instruction.⁹³

Taking into consideration the above recommendations, the Commission proposed that "the sum of \$3,000,000 be provided annually for a period of ten years by the Parliament of Canada and paid annually into a Dominion Development Fund."⁹⁴

In administering the funds the Commission stated that:

Not less than 75% of the amount paid each year into the Dominion Development Fund...be divided into nine portions, in proportion to the population in each of the nine Provinces as determined by the latest census...

Any portion of the Fund...which may remain unexpended at the expiration of any fiscal year to be carried forward...until required.⁹⁵

The Commission recommended that the funds be put to the following uses:

1. The service in each province of an adequate supply of persons (teachers, instructors, demonstrators, executive workers) properly qualified to carry on Industrial Training and Technical Education.

SUGGESTION:- 75% of the cost of training, or of securing otherwise, might be paid.

2. The establishment or extension and maintenance of Classes, Courses, Schools or other institutions or means for Industrial Training and Technical Education.

SUGGESTION:- A proportion of the salaries of teachers, instructors, demonstrators and executive workers according to approved Budgets might be paid, varying from one-half in cities to two-thirds in towns and three quarters in villages and rural districts.

3. The provision of suitable and adequate appliances, apparatus and equipment for teaching purposes, but not including school buildings, furniture, or consumable supplies.

SUGGESTION:- 75% of approved Budgets might be paid.

4. The provision of Scholarships to equalize opportunities to young people and other workers to profit by Classes, Courses, Schools or other institutions.

5. The provision of experts with experience in Industrial Training and Technical Education whose services for counsel would be available to Provincial and local Authorities.

6. The service of Central Institutions.

7. The promotion of Scientific, Industrial and Housekeeping Research and the diffusion of knowledge therefrom.⁹⁶

In general, the Robertson Report was similar in content to the Seath Report, but the federal government was much slower to act than the provincial. The Conservative government of Robert Borden had replaced the Liberal government of Wilfrid Laurier in 1911, and Thomas Crothers replaced

MacKenzie King as Minister of Labour. As Leader of the Opposition in 1909, Borden had stated that it was "perfect folly to talk about there being any constitutional objection whatever to granting aid immediately to technical education in this country..."⁹⁷

His opinions seem to have changed when he became Prime Minister. In addition, concluded Stamp, "the new labour minister... lacked both the interest and drive to keep the subject alive in the Borden cabinet... (Crothers) had no previous connection with technical education... he had nothing to do with the appointment of the Robertson Commission in 1910, and felt no compulsion to act on its recommendations during 1913 and 1914."⁹⁸ It would seem then that the government's attention could easily be diverted away from technical education by the outbreak of World War I. When the subject was brought up for debate on March 27, 1916, on a motion by Rodolphe Lemieux, "that in the opinion of this House, measures should be taken at the earliest opportunity to give effect to the report on technical education,"⁹⁹ Crothers stated the government's position, which was to take no action.

Important as we regard this work from a national viewpoint, and desirous as we are to see it extended and more vigorously prosecuted, we are unwilling, at least at the present time, to accept this motion...¹⁰⁰

Crothers claimed that the Commission was not empowered to make any recommendations. King had told the provincial premiers in 1909 "that the commission shall be solely for the purpose of gathering information."¹⁰¹ The Commission's terms of reference, however, stated that it was to make "such recommendations as it may seem expedient to the Commission to make..."¹⁰² Nevertheless, Crothers claimed:

The Commission on Technical Education were not authorized or requested or invited to make any recommendations or to express any opinions as a basis for any action by the Parliament.¹⁰³

When Crothers received the full Report in 1914, he sent it to the provincial governments asking for their comments. He did not feel that the provinces had shown any genuine interest in the Report:

The Provincial Legislatures, to which, by our constitutions, the subject of education is exclusively assigned, have not expressed their approval of the scheme recommended in the report, and I believe, in many instances at least, do not approve of it. The scheme itself is very

elaborate and would, I believe, prove impracticable and unsatisfactory. 104

Crothers tabled the letters from the provinces as proof that:

These replies...do not...manifest any burning desire that the recommendations of this commission should be immediately adopted. I am sorry to say that, with one exception, they do not manifest that interest in the subject which I think its merit demands ... I have personal knowledge that several of the provinces strongly object to the adoption of this scheme. 105

None of the documents consulted regarding technical education between 1900-1929 reveal any strong provincial objections to the federal government giving financial assistance for this purpose.

Crothers alluded to the problems caused by the Manitoba School Question and the Autonomy Bills:

Our people are jealous of provincial rights; especially are they extremely sensitive on the question of education, differences concerning which ever since Confederation have retarded the progress of influences tending and intended to strengthen the bonds of unity, friendship and confidence among the chief races and creeds composing our population, and have caused more heartburnings and enmities than any others. So that it seems to me that it would be extremely unwise to enter on any national scheme of education such as is recommended in this report until we are quite sure that it contains no provision the carrying out of which might by any possibility arouse jealousies, passions and discords, so much to be deprecated and avoided. 106

There was no action at the federal level for the next three years. When the war ended, however, pressure from various sources forced the federal government into action. Miller explains these pressures:

During the World War public building in Canada - local, provincial national - was largely suspended to conserve capital and labour for war purposes. When the War was over the local

boards of education especially in urban centres, found themselves far behind in school accommodation. The revelation of the War regarding the need for a more widespread competence in technical knowledge and skills led to an immediate consideration of ways and means of providing for its development.¹⁰⁷

Both business and labour continued to urge the federal government to take action. In a joint memorandum of November 29, 1918, presented to the Cabinet, they stated that:

The advancement of technical education is of such vital concern to the whole country that the burden should not be left entirely to the municipalities and provinces. The Dominion Government should co-operate by such means as are best calculated to assist the authorities and expand the facilities for this work.¹⁰⁸

On June 5, 1919, the federal government took its first step towards a technical education act when J. A. Calder, Minister of Immigration, introduced a "resolution to provide \$10,000,000 for the provinces in aid of technical education."¹⁰⁹ Calder said that the figure of \$3,350,000 per year for a ten-year period as recommended by the Robertson Commission had not been adopted because:

... in my judgement the provinces are at present in equally as good a financial position as the Dominion, if not better, and consequently there is not the necessity now for rendering assistance to the provinces to the same extent there was in 1913 or prior to that date.¹¹⁰

Perhaps, also, the federal government feared being accused of favouring technical education over agricultural. Under the Agricultural Aid Act of 1913, \$10,000,000 had been allocated for ten years. Calder said that in adopting the proposed financial arrangement of the Act:

... we have followed the plan that was adopted in the case of grants under the Agricultural Aids (sic) Act passed by parliament some years ago... the grants under

the proposed Bill for technical education will be on all fours with those that are payable under the Agricultural Aids Act...¹¹¹

Stamp said:

The new labour minister, Senator G. D. Robertson, was favourably disposed both to technical education and to federal support. A former official in railway telegraphers' organizations, he saw technical education primarily as a positive benefit to Canadian labourers.¹¹²

The Bill received a fairly smooth passage in the House, received royal assent on July 7, 1919, and came into effect on March 31, 1920.

(c) The Terms of the Technical Education Act 1919-1929

The Technical Education Act defined technical education as:

...any form of vocational, technical or industrial education or instruction, approved by agreement between the Minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein.¹¹³

The Act provided for a total of \$10,000 over a ten-year period. The yearly allotment was \$700,000 in the first year and rose to \$1,100,000 annually, with the remainder allotted in proportion to the population of the province. No grant could exceed the amount spent by the province on technical education. Expenditures by the provinces for land, buildings, and equipment of institutions established prior to April, 1919, could not be counted towards federal grants. No more than 25 per cent of the annual grant could be used for acquiring land, erecting, extending or improving buildings or supplying furnishings and equipment. Not more than 25 per cent of an unexpended balance (of the federal grant) at the end of each fiscal year could be carried forward to the following year without the approval of the Minister of Labour.

The federal grants could be used for the following purposes:

1. Purchase or rental of land, buildings, furnishings and equipment.
2. Remuneration and travelling expenses of persons employed for the purpose of

- administration of vocational education and all expenses incidental to such administration.
- 3. Remuneration of teachers employed to conduct vocational classes.
- 4. Training of teachers for vocational work.
- 5. Maintenance of plant and equipment.¹¹⁵

As "it was clearly not intended that the Act should provide assistance for work already organized or established,"¹¹⁶ the following areas were excluded:

(1) the professions (involving a degree), (2) teaching (elementary and high school), (3) agriculture - a federal grant has been given for this work. In accordance with the above, all work of college grade... the training of nurses, the training of teachers for elementary and high schools, and agricultural education have been excluded from the benefits of the Act. The work of elementary schools and the academic courses in high schools including manual training are excluded because they are not vocational, and because they have been long established and provided for.¹¹⁷

In its administration of the Act, the Department of Labour adopted the following policy:

- 1. To accept the work already done by each province and to co-operate with the provincial officials in developing the system of education already established. By this procedure, the work in the various provinces may be gradually unified and placed on the most efficient basis.
- 2. To give advice freely, but only when solicited.
- 3. To direct the attention of the provinces to the importance of training for citizenship as well as for employment.
- 4. To cultivate a spirit of good-will and mutual confidence not only between the department and the provinces, but also between the provinces, to the end that there may be a national co-operation in educational effort.
- 5. To secure through every possible agency the continued sympathy and co-operation of our industrial and labour organizations.¹¹⁸

In order to receive a federal grant, each province had to sign an agreement with the federal government. Ontario was the first to sign an agreement which became the standard for all the provinces. According to the regulations, these agreements were to be renewed annually at which time modifications could be made. Prof. L. W. Gill of Queens' University was appointed Director of Technical Education in 1919. While the Act may have taken its guidelines from the Robertson Commission Report, it was basically a diluted version of the Commission's recommendations. The most important recommendation of the Report, in the context of formulating a workable program of technical education, was the financing of the program. The Commission recommended that \$350,000 a year be divided among the provinces for the teaching of such subjects as manual training and household science at the elementary level. No such grant was made. The Commission recommended that \$3,000,000 be provided annually for a period of ten years to fund the remainder of the program for a total of \$30,000,000. The Act provided for a total of \$10,000,000 for the entire ten years, with no more than \$1,100,000 to be granted in any one year. The Commission recommended that unexpended or unearned funds be carried forward and remain in the account of the province until required. The Act allowed only 25 per cent of an unexpended appropriation to be carried forward for use by a province in future fiscal years. The Commission stated that financial responsibility for technical education "should be sustained in large measure by funds from the Dominion Government".¹¹⁹ The Act provided that federal grants could at no time exceed provincial expenditure in any fiscal year.¹²⁰ As shall be demonstrated, failure to provide adequate financial resources contributed significantly to the problems which arose during the course of the Act.

(d) The Effects of the Act

While the idea of federal support for technical education may have been a sound one, its transformation into legislation made it largely unworkable. The Act was the first attempt by the federal government to enter the field of technical education. In formulating the Act, the federal government had no previous Canadian experience to look to except perhaps the Agricultural Instruction Act which it seems to have ignored. Furthermore, in some provinces little, if anything, had been done in the way of technical education, and the feeling was that there was no real need for any action along the lines proposed by the federal government. In short, the program lacked funds, adequate administration, and expertise. During the course of the Act, few, if any, provinces which had not already decided to establish a system of technical education did so.

The chief roadblocks to the smooth functioning of the legislation were the lack of funds allotted and the method by which they were allotted; the inadequate supply of properly qualified teachers; the lack of sufficient administrative staff; and the constitutional restrictions on the staff. As

stated above, the Robertson Commission recommended that a total of \$3,000,000 be allotted over a ten-year period for technical education. Although adopting many of the Commission's other recommendations, the federal government only allotted one-third of the recommended amount, despite the Deputy Minister of Labour's statement that "in 1913...the value of the dollar was much higher in relative value than in 1919..."¹²¹ Prof. L. W. Gill, Director of Technical Education, noted that:

The increased cost of building and of equipment will no doubt adversely affect...development as it will present an insuperable difficulty to some of the smaller towns and cities. As an illustration...for a city with a population of 50,000 the cost of building and equipping a technical school to meet ever present needs will exceed \$200,000. Yet the total amount available from the federal grant last year (1919-20) for the largest of the western provinces was only \$51,838.¹²²

Prof. Gill concluded that:

To assist in overcoming this difficulty it may be necessary for the Federal Government to aid the provinces on the more liberal scale recommended by the Royal Commission.¹²³

The distribution of the allotted funds worked to the disadvantage of the poorer provinces. According to the terms of the Act, "payments from the federal grant are to be made only on condition that an equal amount is expended on technical education by the Provincial Governments."¹²⁴ This meant that provinces such as Nova Scotia, which underwent a severe economic depression during the 1920's, were unable (although perhaps willing) to take full advantage of the federal grants. According to the Deputy Minister of Labour, "the only reason (Nova Scotia) has not been able to place technical education on a proper basis is solely because of the prolonged hard times that have prevented her and the municipalities from securing enough revenue to balance modest public programs of expenditure."¹²⁵

The report continued:

The majority of her (Nova Scotia's) people are engaged in industries other than agriculture. They are convinced of the value and necessity of this form of training, but have simply been financially unable to carry it out.¹²⁶

Nova Scotia, as well as all other provinces except Ontario, was unable to claim its full allotment because of a provision in the legislation which allowed only 25 per cent of an unexpended or unearned balance to be carried forward. The Act had been designed "to encourage and promote" technical education, yet Ontario, the province which received the greatest financial support, needed the least "encouragement" while a province such as Nova Scotia, which was willing but unable to take advantage of the legislation, was penalized for its poverty. Some, such as John Kyle, Provincial Organizer for Technical Education in British Columbia, thought this system was equitable:

We naturally lament the monies which revert to the Dominion treasury but after all it acts as a fine on provincial authorities who persist in retarding educational progress. The acting principle is to help those provinces that are willing to help themselves. 127

Another deterring force to the poorer provinces was the provision that the Act terminate after ten years. According to the federal Department of Labour:

Some of the provinces hesitate to increase expenditures on vocational education, knowing that the Technical Education Act expires in 1929. They fear that they may build up a system of education which will involve greatly increased expenditures for the future and that they will be called on to bear the full cost after 1929. Undoubtedly the work would make more rapid progress if permanent federal assistance were assured. 128

While federal financial support was not made permanent, the Act was extended to allow most of the provinces to take advantage of unexpended balances. Yet in one province at least, Nova Scotia, "the amount of the unexpended balance (fell) far short of enabling the local government to assist the towns and cities to provide as extensive vocational training as now exists in Quebec or Ontario." 129

The 25 per cent clause and the matched payment clause also proved to be deterrents to the growth of technical education on a nationwide basis during the early part of the 1920's. An economic depression left the provinces without adequate financial resources, forcing them to curtail programs in all areas. According to the Annual Report for 1922-23:

Provinces have reduced expenditures

wherever possible and in some places vocational work has suffered along with other branches of education. The expenditures by the Provincial Governments on work coming within the provisions of the Technical Education Act decreased from \$2,201,534.03 in 1921-22 to \$1,835,093.20 for the past year, causing a corresponding decrease in the federal grants from \$720,336.05 to \$648,227.03. Classes have been discontinued in a number of smaller places and there has been a decrease in the enrolments in the western provinces and in New Brunswick..¹³⁰

Both the Seath Report and the Robertson Report recognized the need for an adequate supply of well-qualified teachers if a program of technical education were to be successful. "In any scheme of education," said Seath, "the question of the qualifications and training of teachers is a basal one, and it is especially so in the case of industrial and technical education..."¹³¹ There was widespread agreement on this topic. Prof. Gill wrote that "in any educational work the teacher is by far the most important factor..."¹³²

Senator Robertson, the Minister of Labour responsible for the administration of the Act at its inception, told the National Conference on Technical Education in 1920 (which was composed of officials from all the provinces who were responsible for the administration of the Act) that:

I may perhaps be pardoned for making the suggestion to you that there is one subject in particular, which ought to receive very serious and careful consideration at your hands, and that is the question of how best to provide means whereby a competent staff of teachers may be available for the needs of technical education in all our provinces.¹³³

The problem of teacher education was twofold. First, there had to be an adequate supply of teachers which, it would appear, there was not in 1920. The Chairman of the Conference, G. P. Smith, the Minister of Education for Alberta stated that:

In spite of teachers' salaries doubled, in spite of the standards of qualifications having been raised, in spite of many things having been done that should make the teaching profession attractive and permanent, we find the enrolment in the normal schools in almost every province

seriously reduced and the shortage of teachers increasing. ¹³⁴

The second problem was how to give the best training possible to teachers of technical subjects with the available financial resources. Wrote Prof. Gill:

It is within the financial possibilities of the provinces of Ontario and Quebec to provide teacher-training institutions which will meet their own needs, but at the present time it would be too great a burden for the other provinces. ¹³⁵

The solution to the problem as proposed by federal representatives was a co-operative Canadian effort. In his opening address to the First National Conference Senator Robertson told the delegates:

... if... you find that there is any plan which can be adopted whereby you, unitedly, and we in co-operation with you, can bring about some centralized arrangement to provide a competent staff of teachers, better trained and better qualified than would be possible by the separate action of the provinces, we desire to do everything to strengthen your hands and to promote the efficiency of the service... ¹³⁶

Prof. Gill, Director of Technical Education for Canada, also recommended a co-operative effort and suggested that the federal government would lend its financial support to the project.

... the problem, considered from a national standpoint, can be really solved only by co-operation on the part of the provinces... If the Provincial Governments can agree on some form of co-operative action, I am sure the Federal Government will aid in solving the problem. It has been suggested to me that the Federal Government should organize and administer an institution for this purpose, because it is a national work. This is neither possible nor desirable. The Federal Government may help, but local initiative must not be destroyed. ¹³⁷

With the encouragement of both Robertson and Gill, the Conference adopted the resolution that:

The Federal Government and the various provinces co-operate to establish and maintain one central institution for the adequate training of special teachers for vocational education.¹³⁸

For financial, constitutional or other reasons the federal government failed to support the resolution.

The effects on the program were disastrous. The Annual Report of the Department of Labour for the year 1921-22 stated:

The chief reason for the decrease in the rate of expansion (for 1921-22) is the lack of adequately trained teachers to undertake the work. In their efforts to take advantage of the federal aid, the provinces, in some cases entrusted the work to inexperienced teachers with the result that the work of these places has not been properly developed and in some places abandoned.¹³⁹

Only one province, Ontario, ever established a teacher-training institution during the life of the Act. For financial reasons, the other provinces were unable to do so. As a result, the quality of the training provided was generally admitted to be of a very low standard.

The problem arose because the federal government had instituted a program for the whole country without examining the capacities of the individual provinces to undertake their share of the program. The federal government encouraged the provinces to take advantage of the offer of grants quickly and, as a result, the provinces were pushed into conducting a program without adequate preparation, thus to a large extent nullifying the objectives of the federal legislation.

It seems that the success of any piece of legislation depends in part on the policy of officials concerned to administer the program equitably. Unfortunately, the Technical Education Act did not lend itself to equitable administration. The federal government, which changed from Unionist to Liberal in 1921, did not seem interested in making a special effort to cope with a difficult problem. In 1919, Prof. L. W. Gill was appointed Director of Technical Education, and a year later A. W. Crawford was appointed as his assistant. Gill had drafted the agreements with the provinces and was the only person with the necessary expertise to administer the Act. When he resigned in 1921, Crawford was appointed to take

his place. Crawford resigned in 1929, after seven frustrating years. No new Director was appointed.

Although Crawford was ineffective, the conditions under which he worked were to a large extent the cause of his problems. He had only a small clerical staff and was solely responsible for dealing with the provinces. This was a difficult task for, as Gill explained, "According to the terms of the Act, technical education is defined broadly enough to cover almost any educational effort."¹⁴⁰ The problem of what kinds of work should receive federal grants was one with which Crawford had a great deal of difficulty and which he never succeeded in solving. In his report for 1923-23, he said:

No fixed standards have been established by which the courses in the various schools can be compared, and it is a very difficult matter to determine the eligibility of certain courses for federal grants... Because of the varying industrial conditions in each province and because of the newness of secondary vocational education, a very liberal interpretation has been placed upon the foregoing definition.¹⁴¹

Crawford raised two other difficulties in the above statement. Some provinces, especially Saskatchewan, Manitoba, Prince Edward Island and Nova Scotia, "lacked... interest in the development of industrial training."¹⁴² The main interest of these provinces was agriculture, and although funds had been provided for agricultural instruction, the Agricultural Instruction Act terminated in 1923. The situation was most serious in Prince Edward Island. H. H. Shaw, Superintendent for Education in P.E.I. (P.E.I. had neither a Minister of Education nor a Director of Technical Education), explained the situation to Crawford:

I think that for our young people the greatest vocation is agriculture. The next greatest vocation is school teaching. The next is clerking in stores or businesses. These three vocations to my mind are about all we have. You are assisting the vocations in the different provinces, and you must take them as you find them. You have to see in what way you can best assist the vocations that need assistance.¹⁴³

Crawford, however, took the position that provision for agricultural instruction was not provided for in the Act. He told Shaw:

If you find that it is impossible in Prince Edward Island to promote new work of the type the Act is intended to develop, I would say that unfortunately, you would be deprived of the benefits of the Act.¹⁴⁴

It would appear then that almost half of the provinces were faced with the dilemma of either changing their educational system to meet what they felt was not a provincial need or lose a federal grant.

There was considerable pressure on the federal authorities to change their grant policies, perhaps the most important of which was the Royal Commission on Maritime Claims which stated that:

In Prince Edward Island there are no large industries which would justify establishment of an institution for technical education. As agriculture is their principal interest, the Provincial Government suggested that the technical education legislation should be given a broad application in their case, and that agricultural education should be deemed to be covered by the term technical education. We recommended this suggestion to the favourable notice of the department.¹⁴⁵

A few years later the federal government accepted the recommendation.

It was equally difficult to establish a national standard of technical education. The federal Director was the only federal inspector of provincial programs, a task surely too onerous for a single person. Furthermore, as Crawford recognized, there were constitutional limits as to what action he could take. He told the Second National Conference on Technical Education in 1927:

The Dominion Government has nothing whatever to do with the organization, administration and control of educational affairs in the provinces. All we can do, and all we hope to do, is to assist you in promoting the type of work which this Act is intended to promote...¹⁴⁶

Yet the problem still remained. The Director found that "the character and quality of the work being done is not entirely satisfactory. If a reasonable standard of efficiency were demanded before payments of federal money were made about one-half of the work which is now receiving a benefit from the grant would be excluded."¹⁴⁷ Crawford, however, realized that:

Courses in each province differ so greatly from similar courses in other provinces that it appears to be impossible to standardize. If that be true I would like it to be known. It would be useless to set up any standard only to find that some province could not reach it. For instance, the course that is now being carried on in Prince Edward Island would not be recognized as a vocational course in Ontario... 148

With a growing sense of frustration, Crawford summed up the difficulties:

I feel that as a Dominion Government official I should not undertake to inspect or criticize the work in any province. I should be free from that because it is a responsibility of the Provincial Government, not of the federal government. Unless the Provincial Governments are prepared to set up some standard which I can easily interpret, I am at a loss to know just how far to go. The mere fact of naming a course in a certain way and stating that the objective is so-and-so does not make it so, and I am not justified in paying grants simply because somebody tells me what objective he has in mind. Surely there must be some minimum standard that can be set up... Am I to set up the standard for such a province, or could not this Conference... set up some standard which would be my guide?" 149

The federal Director had no standard of issuing grants and no method of inspecting provincial work other than that of personal inspection. The Conference never did agree upon a national standard, perhaps because of the diversity of interests across the nation. The British North America Act further bound the hands of the federal Director by preventing him from imposing a national standard.

In anticipation of the expiration of the Act in 1929, it was resolved "that this conference... strongly urge the continuance of the technical education grant for a further period of ten years after the expiration of the present Act in 1929." 150 King's announcement in 1928 that he would allow the Act to expire drew considerable protest from the Opposition and the provinces. Only Ontario had been able to draw its full allotment.

Only 20 per cent of the \$10,000,000 for the ten-year period had been distributed. Saskatchewan, Manitoba, Nova Scotia, and Prince Edward Island had not been able to draw half or more of their allotment. With this in mind, the federal government agreed to pass the Technical Education Extension Act in 1929, permitting an unexpended portion of the \$10,000,000 to be carried forward and be available under the terms of the original Act during the next five years. The government also agreed to permit the use of some funds for the promotion of agricultural instruction. The Depression, however, curtailed provincial spending so the Act was extended for a further five years to 1939. As Table 2, pages 48 and 49, shows, it was not until 1949 that Manitoba finally drew all of its allotment.

(e) The Technical Education Act and Ontario

While the federal legislation was designed to encourage and promote technical education, Ontario was in no need of such prodding. As described above, the provincial government wasted little time in implementing the Seath Report. As a result, Ontario already had in operation a fairly extensive program of technical education by the time the Technical Education Act was passed. This well-funded and seemingly well-organized program was easily able to qualify for federal grants which increased the planned rate of development. Discussing the establishment of a set of standards for grant distribution, Crawford said:

In the province of Ontario there is no difficulty whatever. You have set up clear and distinct standards which must be met before the Provincial Government will pay the grant. There is no need of my investigating in any way whatever. I am sure that when a thing goes through it has been examined and proved, and is vocational.¹⁵²

In 1921, the provincial legislature repealed the Industrial Education Act of 1911 and replaced it with the Vocational Education Act of 1921. The new Act appears to be a "housekeeping Act" designed, in the words of F. W. Merchant, Director of Technical Education, "to (co-ordinate) the different forms of vocational instruction and (place) all vocational schools and classes... on the same basis."¹⁵³ The Act permitted municipalities to establish secondary schools under the control and management of "appropriate" advisory committees.¹⁵⁴ Subject to the approval of the Minister and the board, the committees could provide a site or building, prescribe courses of study, and provide for examination and diplomas, employ teachers, fix their salaries, and submit an annual budget.¹⁵⁵

In 1925, the Ontario Training College for Technical Teachers

TABLE 2

Summary of Amounts Paid to Provinces Under

Year	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario
1919/20	\$ -	\$ -	\$ 3,396	\$ 36,500	\$ 106,297
1920/21	2,700	24,193	10,408	167,886	294,111
1921/22	7,241	32,758	22,758	114,651	378,174
1922/23	5,858	33,166	17,476	128,182	314,206
1923/24	6,550	35,501	20,382	328,682	347,636
1924/25	1,950	34,623	43,040	263,399	347,636
1925/26	7,254	30,999	93,874	299,143	347,636
1926/27	7,757	31,494	76,208	403,944	347,636
1927/28	11,981	29,224	70,107	329,072	347,636
1928/29	20,369	47,083	48,637	372,890	347,636
1929/30	22,117	21,525	51,951	125,302	-
1930/31	30,790	73,669	50,025	-	-
1931/32	31,898	48,699	4,791	-	-
1932/33	29,370	50,628	-	-	-
1933/34	12,344	47,691	-	-	-
1934/35	-	39,615	-	-	-
1935/36	-	48,765	-	-	-
1936/37	-	32,471	-	-	-
1937/38	-	-	-	-	-
1938/39	-	-	-	-	-
1939/40	-	-	-	-	-
1940/41	-	-	-	-	-
1941/42	-	-	-	-	-
1942/43	-	-	-	-	-
1943/44	-	-	-	-	-
1944/45	-	-	-	-	-
1945/46	-	-	-	-	-
1946/47	-	-	-	-	-
1947/48	-	-	-	-	-
1948/49	-	-	-	-	-
Total	\$ 198,179	\$ 662,104	\$ 512,455	\$ 2,569,651	\$ 3,178,604

* Canada, Department of Labour, Vocational Education, Bulletin No. 30, October, 1929, p. 42.

The Technical Education Act*

Manitoba	Sas- katchewan	Alberta	British Columbia	Total
\$ 2,648	\$ 1,142	\$ 17,107	\$ 19,407	\$ 186,497
7,268	3,534	41,438	29,133	580,671
21,173	13,665	82,606	47,904	720,332
25,121	18,263	71,019	34,932	648,223
20,092	18,397	57,613	53,535	888,388
19,500	17,249	62,215	40,860	830,472
19,488	20,083	72,731	53,123	944,331
20,956	18,021	85,789	56,627	1,047,532
27,529	17,048	74,000	59,355	965,952
28,527	25,159	92,222	169,637	1,152,160
41,541	60,505	21,779	68,563	413,283
38,621	198,289	-	-	391,394
27,488	170,094	-	-	282,970
46,169	75,567	-	-	201,734
23,064	45,970	-	-	129,069
9,430	41,673	-	-	90,718
2,654	47,363	-	-	98,782
14,099	21,533	-	-	68,103
14,813	34,055	-	-	48,868
27,116	-	-	-	27,116
30,732	-	-	-	30,732
18,340	-	-	-	18,340
40,727	-	-	-	40,727
18,703	-	-	-	18,703
23,497	-	-	-	23,497
25,061	-	-	-	25,061
29,496	-	-	-	29,496
25,425	-	-	-	25,425
34,235	-	-	-	34,235
29,001	-	-	-	29,001
\$711,614	\$847,610	\$678,519	\$633,076	\$ 9,991,868

opened. This was another of Seath's recommendations. It led to a marked improvement in the quality of training being given in Ontario schools.

The federal legislation did not significantly affect the course of events in Ontario. Its termination does not seem to have caused the reduction of provincial spending on technical education. Table 3, page 51 shows that federal grants formed a very small proportion of Ontario's expenditure on technical education. It would appear that the Depression, not the termination of the federal program, caused Ontario to reduce its expenditure.

6. The Vocational Education Act - 1931

It was the hope of all provinces that the Technical Education Act of 1919 would be extended or renewed, but King decided to allow it to terminate. At the outset of the Depression, King's government was defeated, and on August 7, 1930, R. B. Bennett and the Conservative Party formed a new government. One of Bennett's campaign promises was to renew the grant to technical education, and the Vocational Education Act was intended to fulfil that promise.

In moving the Bill on May 26, 1931, the Minister of Justice, Hugh Guthrie, said that "the general purpose of this grant will be very largely the same as that of the grant made under the statute of 1919."¹⁵⁶ The Bill provided for \$750,000 per year (less than the Technical Education Act) for 15 years for a total of \$11,250,000. The grant to each province was made in proportion to its population, after agreements had been signed between the federal and provincial governments. Expenditures on agricultural education were permitted. There was no longer to be a 25 per cent limitation on capital expenditure. There was no requirement for the provinces to match the federal expenditure, nor were there any real guidelines for provincial expenditure.

Government policy as stated by Guthrie was that:

... it will be open to the provincial governments to make such representations as they see fit to the government here in order that the grant, or parts of the grant, may be appropriated to special courses such as those provinces desire to have carried on within their respective territories.¹⁵⁷

Mackenzie King opposed the Bill because he believed that the federal government alone should control its own funds. He said:

My contention is that it is unsound to adopt, with respect to any services which are

TABLE 3

Summary of Total Expenditures by Ontario on Vocational Education
 1917/18 - 1932/33 and Federal Grants to Ontario 1919/20 - 1928/29

	Expenditure by Ontario	Federal Grants
1917/18	\$ 493,200	\$ -
1918/19	659,072	-
1919/20	1,347,905	106,297
1920/21	1,585,086	294,111
1921/22	1,871,614	378,174
1922/23	3,957,136	314,206
1923/24	3,105,235	347,636
1924/25	3,365,434	347,636
1925/26	3,499,380	347,636
1926/27	3,788,735	347,636
1927/28	3,929,177	347,636
1928/29	6,173,009	347,636
1929/30	8,692,354	-
1930/31	7,143,645	-
1931/32	6,979,396	-
1932/33	5,712,295	-

Sources

Figures for expenditure by Ontario taken from Annual Report of the Minister of Education. Figures for federal grants taken from D. E. M. Glendenning, "Impact of Federal Financial Support on Vocational Education in Canada," Unpublished Ph. D. thesis (Indiana University, 1964), p. 45.

imposed by the British North America Act upon the provinces, a principle that cannot be universally applied. 158

He made the point that:

... contribution from the federal treasury to the provinces... would render the executives of the provinces independent to a considerable extent of their legislatures, and... it would prevent the effective control of public expenditures being exercised by the government which was responsible for making the grant. 159

King explained that his government had allowed the previous Act to lapse because:

... in view of the great obligations which had come upon the federal government as a result of the war, of exercising all the economy possible in the matter of public expenditures and of seeing to it that where great sums of taxation had to be raised to meet entirely new obligations, those sums should be devoted to federal purposes first. 160

In spite of King's opposition, the Bill received royal assent on August 3; however, for economic reasons, it was never put into operation. Shortly after it was passed, H. H. Ward, Deputy Minister of Labour, wrote to each province advising them of the government's decision:

I am instructed by the Minister... to advise all provinces that after careful consideration by the government it has been decided to postpone the operation of the Act until such time as the economic conditions of the country warrant expenditures being made in connection with the work to be promoted under the terms of the Act. 161

It is interesting to note that in 1934 the Minister of Labour, in response to King's questioning, could claim that "no agreements have been entered into (under the Vocational Education Act) and... no advances have been made by the provinces asking that an agreement be entered into. 162 The Minister also claimed he was "not aware" of the above letter.

(a) Effects on Ontario

Since the Act was never made operative, it did not have any positive effect in Ontario. As indicated above, Ontario continued to spend heavily on technical education although the Depression forced a certain amount of retrenchment. This helped to enlarge problems created by the Depression. The Minister of Education reported an increase in enrolment of day school pupils "created a problem in many municipalities, the higher forms being congested by the return of pupils usually in employment."¹⁶³ There was an increase in the enrolment at teachers' college as many skilled craftsmen found themselves out of work. The Minister reported in 1931 that "the supply of vocational teachers has overtaken the demand."¹⁶⁴ The increased enrolments in technical high schools did not lead to more teachers being hired nor more new buildings being built for economic reasons. The result was crowded classrooms for students and unemployment for teachers.

7. Conclusion

Perhaps the two most significant factors in the operation of the Agricultural Instruction Act and the Technical Education Act were that divergent interests across the country and a divided jurisdiction over education prevented any unified, co-operative efforts. A major problem in both pieces of legislation was that the programs were in operation for too short a period of time with too little funding really to encourage those provinces which most needed encouragement to implement the programs.

It ought to be noted how intricately bound education was with other social, economic, and political factors. For example, it is very likely that the Technical Education Act was introduced as a response to the social and economic upheaval and readjustment brought about by the end of World War I. Both Acts were initiated by one party when it was in power and allowed to terminate by another when it came to power. They were the fulfilment of election promises to certain sections of society which agitated for action by the government due to specific economic problems. In its haste to introduce these programs, little advance planning or consultation with the provinces was undertaken. As a result, the quality of instruction was low, due mainly to a lack of adequately-trained teachers. During this period, the federal government seemed to have established a precedent of non-consultation with the teaching profession, much to the detriment of its programs.

References

- 1 J. A. Maxwell, Federal Subsidies to the Provincial Governments in Canada (Cambridge, Mass., 1937), p. 199.
- 2 ibid., p. 199.
- 3 J. C. Miller, National Government and Education in Federated Democracies: Dominion of Canada (Philadelphia, 1940), p. 306.
- 4 Canada, House of Commons Debates, 1911-1912, p. 2852.
- 5 ibid., p. 2852 ff.
- 6 ibid., p. 2852.
- 7 Statutes of Canada, 2 Geo. V, c. 3, ss. 2-3 (1912), p. 117.
- 8 Miller, op. cit., p. 306.
- 9 Canada, House of Commons Debates, 1912-1913, p. 2148.
- 10 ibid., p. 2154.
- 11 ibid., p. 2154.
- 12 ibid., p. 2152.
- 13 ibid., p. 2154.
- 14 ibid., p. 2154.
- 15 ibid., p. 2155.
- 16 Miller, op. cit., p. 312.
- 17 Canada, House of Commons Debates, 1912-1913, p. 2155.
- 18 D. Marshall, "A Report on the Operation of the Agricultural Instruction Act," Unpublished House of Commons Sessional Paper No. 86A (1923), p. 4.

- 19 ibid. , p. 4.
- 20 ibid. , p. 5.
- 21 ibid. , p. 5.
- 22 ibid. , p. 5.
- 23 ibid. , p. 6.
- 24 ibid. , p. 2.
- 25 ibid. , p. 8.
- 26 Maxwell, op. cit. , p. 203.
- 27 D. E. M. Glendenning, A Review of Federal Legislation Relating to Technical and Vocational Education (Ottawa, 1968), p. 9.
- 28 C. L. Gettys, The Administration of Canada Council Grants (Chicago, 1938), p. 25.
- 29 ibid. , p. 26.
- 30 ibid. , p. 28.
- 31 Maxwell, op. cit. , p. 312.
- 32 ibid. , p. 312.
- 33 Canada, Department of Agriculture, A Review of the Work Performed by the Provinces with the Moneys Granted under the Agricultural Instruction Act During the Four Year Period 1913-1917 (Ottawa, 1917), p. 8.
- 34 Dr. J. B. Dandeno, "Federal Assistance to Agricultural Instruction in Ontario Schools, A Review of Developments Since Dominion Aid was First Given," The Agricultural Gazette of Canada, Vol. X, No. 1, Jan. - Feb. 1923, p. 58. Emphasis added.
- 35 ibid. , p. 57.

- 36 C. E. Phillips, The Development of Education in Canada (Toronto, 1957), p. 203.
- 37 R. M. Stamp, "The Campaign for Technical Education in Ontario, 1876-1914," Unpublished Ph. D. thesis (University of Western Ontario, 1970), p. 211.
- 38 ibid., p. 168.
- 39 J. Seath, Education for Industrial Purposes (Toronto, 1911), p. 1.
- 40 Industrial Canada, April 1906, p. 588, cited in Stamp, op. cit., p. 214. (Industrial Canada was the C. M. A. journal.)
- 41 Tribune, June 16, 1906, cited in ibid., p. 215.
- 42 Seath, op. cit., p. 266.
- 43 ibid., p. 267.
- 44 Stamp, op. cit., p. 162.
- 45 John Squair, John Seath and the School System of Ontario (Toronto, 1920), p. 96, cited in ibid., p. 162.
- 46 Industrial Canada, October 1904, p. 128, cited in ibid., p. 218.
- 47 Industrial Canada, October 1905, p. 171, cited in ibid., p. 218.
- 48 Industrial Canada, October 1905, p. 177, cited in ibid., p. 218.
- 49 ibid., p. 219.
- 50 Proceedings of the Ontario Educational Association, 1906, p. 98, cited in ibid., p. 220.
- 51 Public Archives of Canada, Laurier Papers, Laurier to Boyce, October 5, 1906, cited in ibid., p. 221.
- 52 Canada, House of Commons Debates, 1908, p. 2856.

- 53 ibid. , p. 2859.
- 54 ibid. , p. 2864.
- 55 Industrial Canada, October, 1907, p. 253, cited in Stamp, op. cit. , p. 222.
- 56 Public Archives of Canada, Laurier Papers, Laurier to Ross, February 17, 1908, cited in ibid. , p. 225.
- 57 ibid. , p. 225.
- 58 ibid. , p. 223.
- 59 ibid. , p. 233.
- 60 ibid. , p. 238.
- 61 Canada, House of Commons Debates, 1909, p. 1023.
- 62 ibid. , p. 1029.
- 63 ibid. , p. 1066.
- 64 ibid. , p. 1075.
- 65 ibid. , p. 1076.
- 66 ibid. , p. 1078.
- 67 Canada, Report of the Royal Commission on Industrial Training and Technical Education, Vol. I (Ottawa, 1913), p. viii.
- 68 ibid. , p. xi.
- 69 Stamp, op. cit. , p. 230.
- 70 ibid. , p. 229.
- 71 ibid. , p. 231.

- 72 Ontario, Report of the Minister of Education, 1907, p. ix.
- 73 Stamp, op. cit., p. 232.
- 74 Seath, op. cit., p. 1.
- 75 ibid., p. 289.
- 76 ibid., p. 292.
- 77 ibid., p. 299.
- 78 ibid., p. 300.
- 79 ibid., p. 300.
- 80 ibid., p. 300.
- 81 ibid., p. 301.
- 82 ibid., p. 343.
- 83 ibid., p. 347.
- 84 ibid., p. 333 ff.
- 85 ibid., p. 346.
- 86 Stamp, op. cit., p. 259.
- 87 ibid., p. 259.
- 88 ibid., p. 266.
- 89 ibid., p. 266.
- 90 ibid., p. 272.
- 91 Canada, Report of the Royal Commission on Industrial Training and Technical Education, Vol. I, p. 11.

- 92 ibid. , p. 13.
- 93 ibid. , p. 26 ff.
- 94 ibid. , p. 268.
- 95 ibid. , p. 269.
- 96 ibid. , p. 270.
- 97 See p. 24.
- 98 Stamp, op. cit. , p. 281.
- 99 Canada, House of Commons Debates, 1916, p. 2177.
- 100 ibid. , p. 2187.
- 101 Stamp, op. cit. , p. 280.
- 102 Canada, Report of the Royal Commission on Industrial Training and Technical Education, Vol. I, p. vii.
- 103 Canada, House of Commons Debates, 1916, p. 2187.
- 104 ibid. , p. 2187.
- 105 ibid. , p. 2195.
- 106 ibid. , p. 2195.
- 107 Miller, op. cit. , p. 311.
- 108 Gettys, op. cit. , p. 80, cited in the Labour Gazette, XVIII, 1918, p. 1102.
- 109 Canada, House of Commons Debates, 1919, p. 3164.
- 110 ibid. , p. 3165.
- 111 ibid. , p. 3165.

- 112 R. M. Stamp, "Technical Education, The National Policy, and Federal-Provincial Relations in Canadian Education, 1899-1919," in the Canadian Historical Review, Vol. 52, No. 4, December, 1971, p. 421.
- 113 Statutes of Canada, 9-10 Geo. V, c. 73, s. 2(c) (1919), p. 665.
- 114 ibid., p. 666.
- 115 Canada, Department of Labour, Annual Report, 1919-20, p. 146.
- 116 ibid., p. 105.
- 117 ibid., p. 105.
- 118 Canada, Department of Labour, Annual Report, 1920-21, p. 100.
- 119 Canada, Report of the Royal Commission on Industrial Training and Technical Education, Vol. I, p. 26.
- 120 Statutes of Canada, 9-10 Geo. V, c. 73, s. 5(1) (1919), p. 666.
- 121 Canada, Department of Labour, Annual Report, 1927-28, p. 156.
- 122 ibid., 1919-20, p. 106.
- 123 ibid., p. 106.
- 124 ibid., p. 105.
- 125 ibid., 1927-28, p. 156.
- 126 ibid., p. 156.
- 127 Canada, Department of Labour, "Proceedings of the Interprovincial Conference on Vocational Educational Education, April 17-18, 1925," Vocational Education Bulletin, No. 12, p. 28.
- 128 Canada, Department of Labour, Annual Report, 1924-25, p. 70.
- 129 ibid., 1929-30, p. 154.

- 130 ibid., 1922-23, p. 74.
- 131 Seath, op. cit., p. 267.
- 132 Canada, Department of Labour, Annual Report, 1919-20, p. 106.
- 133 Canada, Department of Labour, Vocational Education Bulletin, No. 1, p. 9.
- 134 ibid., p. 58.
- 135 Canada, Department of Labour, Annual Report, 1919-20, p. 107.
- 136 Canada, Department of Labour, Vocational Education Bulletin, No. 1, p. 10.
- 137 ibid., p. 16.
- 138 ibid., p. 7.
- 139 Canada, Department of Labour, Annual Report, 1921-22, p. 65.
- 140 Canada, Department of Labour, Vocational Education Bulletin, No. 1, p. 16.
- 141 Canada, Department of Labour, Annual Report, 1923-24, p. 83.
- 142 Maxwell, op. cit., p. 211.
- 143 Canada, Department of Labour, Vocational Education Bulletin, No. 20, p. 10.
- 144 ibid., p. 10.
- 145 Canada, Department of Labour, Annual Report, 1926-27, p. 115.
- 146 Canada, Department of Labour, Vocational Education Bulletin, No. 20, p. 8.
- 147 Canada, Department of Labour, Annual Report, 1920-21, p. 101.

- 148 Canada, Department of Labour, Vocational Education Bulletin, No. 20, p. 15.
- 149 ibid., p. 16 ff.
- 150 ibid., p. 5.
- 151 Canada, Department of Labour, Vocational Education Bulletin, No. 30, p. 42.
- 152 ibid., No. 20, p. 18.
- 153 Ontario, Report of the Minister of Education, 1921 (Toronto, 1922), p. 25.
- 154 ibid., p. 25.
- 155 ibid., p. 25.
- 156 Canada, House of Commons Debates, 1931, p. 1958.
- 157 ibid., p. 1958.
- 158 ibid., p. 1962.
- 159 ibid., p. 1960.
- 160 ibid., p. 1951.
- 161 Miller, op. cit., p. 321.
- 162 Canada, House of Commons Debates, 1934, p. 1383.
- 163 Ontario, Report of the Minister of Education, 1931, p. 27.
- 164 ibid., p. 27.

II CRISIS AND PROSPERITY 1935 - 1960

1. 1935 - 1942

(a) Introduction

Two great crises affected the course of federal spending on education during the 25 years covered in this chapter. The Depression and World War II (and the Korean War) brought positive response by the federal government to alleviate the problems created by these events. The Depression created massive unemployment and discontent, especially among those of school age. While aware of the problem (an issue in the election of 1935), the federal government did not have the funds for a large scale educational effort nor does it appear that they had any long range educational plans. Between 1937 and 1942, they enacted short-term educational legislation. In 1942, they consolidated this legislation and made provision for future legislation as needed. For the next 15 years, the federal government devised programs as they were required, with little philosophical thought as to the long-range purpose or direction of their plans. The Liberals under Mackenzie King and Louis St. Laurent ruled the country from 1935 to 1957 with little effective opposition. Perhaps this is one explanation for the federal government's ad hoc educational policies. Another more important reason might be simply that the policies were effective. For most of the 1940's and 1950's there were ample opportunities for employment for skilled tradesmen or persons with a university degree. The value of education for economic purposes was federal government set numerous precedents, some of which lasted until the late 1960's.

(b) The Unemployment and Agricultural Assistance Act - 1937

While the Depression affected almost everyone, it was felt by some that youthful Canadians had been hit inordinately hard. Denton Massey, speaking to his resolution in the House of Commons that the government investigate the condition of the youth of Canada, said:

.... youth has paid the greatest price of all, for not only did youth lose the opportunity to earn but it lost also the opportunity to learn how to earn. ¹

There was also, it seems, some concern for the morale of

unemployed youth and perhaps even fears of violence. Massey continued:

Idleness... is a word one finds on the side of the incubator of national disaster... Youth, in some quarters... became unpatriotic and permitted some of itself to be gullible to the approach of the foreign agitator, violent and extreme and destructive gullibility born not of desire but of a sense of hopelessness. ²

In the election campaign of 1935, the Liberals had promised to establish a commission to investigate unemployment. The National Employment Commission was established in 1936, with "a special committee (to) investigate those peculiar features of the unemployment problem which relate to youth." ³ The Commission emphasized the need for a "continuing policy" of training according to the following framework:

Training projects of an occupational nature.

Short term leadership courses, not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;

Work projects incorporating reconditioning, training and conservation features, for the purposes of restoring morale and of conserving natural resources;

Training projects of a physical nature to assist in the maintenance of health and morale pending employment. ⁴

On March 29, 1937, the Minister of Labour, Norman Rogers, introduced a resolution preceding the introduction of the Unemployment and Agricultural Assistance Bill. Rogers said that the Bill was designed "to provide for the continuance of federal assistance to the provinces... to deal with unemployment and agricultural distress." ⁵ It replaced the Unemployment Relief and Assistance Act which expired on March 31, 1937. The new Bill was "very similar" to the old Act.

The Act provided for an appropriation of \$1,000,000 to be administered by the federal Department of Labour. The Act was to terminate after one year. Grants were to be on a 50-50 basis with the provinces and were allotted after the individual province had signed an agreement with the federal government. The agreements specified the upper limit of the federal contribution and general guidelines for spending. They included schedules of provincial projects approved by the federal department. The Act allowed the federal government to grant funds for new projects and for

debts incurred under the previous Unemployment Relief and Assistance Act of 1931. It also required that the provinces submit financial statements at the request of the federal government. No funds were provided for regular programs in vocational schools and colleges.

The agreements signed with the provincial governments under the terms of this Act, sometimes collectively referred to as the Dominion Provincial Youth Training Agreement, provided federal assistance for travel allowances to trainees taking courses away from home and travelling expenses for instructors; salaries of instructors, supervisors, and placement and guidance officers; medical aid in training residences; provision of equipment, machinery, and supplies; rentals of class-rooms, and training wages in forestry and mining projects.

Although the Act was intended to last for only one year, until March 31, 1938, it was extended for another year and the appropriation increased to \$1,500,000. Training programs began to show an emphasis on war-oriented skills in response to the situation in Europe.

(i) Effects of the Act

Although the National Employment Commission had recommended a continuing policy of training, the government was only willing to adopt a yearly plan of action with no indication of its future plans. As a result, some of the poorer provinces were unwilling to risk expenditure on programs which would be terminated after one year and possibly in mid-stream. When Rogers introduced the Youth Training Act into the House of Commons in 1939, he said:

Under the present arrangement there has been a certain amount of inconvenience arising from the fact that the contributions terminated as of March 31 each year. Occasionally this meant that the provinces were unwilling to continue courses beyond March 31 until they had some definite assurance that their allotments would be continued during the coming year. ⁶

The nature of the Act "led to much haste in formulating and organizing schemes of training for great numbers of small groups, and to planning for abbreviated periods of intensive instruction."⁷ It seems safe to conclude that the quality of courses given was of a low standard.

(c) The Youth Training Act - 1939

The Youth Training Act was not a new departure in federal policy, but merely a continuation of the ad hoc youth training program which had developed out of the Unemployment and Agricultural Assistance Act. In moving the second reading of the Bill, "an Act to provide for the Training

of Young People to fit them for Gainful Employment," Norman Rogers, Minister of Labour, said:

The purpose of this bill is to assure the continuance of the dominion-provincial youth training program... It is now intended to place this training program on a statutory basis and to provide for its continuance over a period of three years. The annual contribution proposed under the bill is \$1,500,000, making a total allotment of \$4,500,000 during the three year period.⁸

Rogers listed a number of reasons for introducing a new act:

- 1...the assurance of the continuance of this program over a period of three years will permit greater continuity in the several programs arranged in co-operation with the provinces...
- 2...(It) will enable the provinces themselves to make more adequate and accurate provision in their annual estimates for their part of the joint program...
- 3...it will encourage...the establishment of special training centres more adequately equipped to meet the need.
- 4...it will...facilitate the engagement of better personnel for instructors, placement officers, vocational guidance officers and supervisors by providing more security in their position.
- 5...it will permit greater publicity to arouse public interest and co-operation particularly in the matter of the placement of those who have received training.⁹

The Bill was passed in the early summer of 1939. It was designed to train persons between the ages of 16 and 30 who were not gainfully employed and whose parents could not afford the full cost of training. Agreements were signed with each province whereby the federal government refunded 50 per cent of approved provincial projects. The agreements were identical in each province, but schedules were attached to them for specific training programs. The federal government could not inaugurate projects but could suggest them to the provinces.¹⁰ The programs under the Act encompassed a wide range of activities including industrial training, a national forestry program, and "rural classes for young people residing on farms...designed to increase their efficiency as

farm operators and to raise the standard of rural life."

One of the most important programs was entitled "War Emergency Training" and began in the autumn of 1940. By this time, Canada had entered World War II and was attempting to produce war materials. There was no longer an unemployment problem but, instead, a shortage of skilled labour. On September 11, 1940, the government passed an Order-in-Council (P.C. 4506) to put the program into action. The Order-in-Council invoked the War Measures Act in order to overcome the provision in the Youth Training Act which prohibited the federal government from initiating programs and which specified that costs must be shared. Special schedules containing regulations for the program were attached to all Youth Training Agreements, except for Prince Edward Island, where "there were not suitable facilities for training within the province nor were there any industries in that province engaged on war contracts." ¹¹

It was felt that persons from that province should have an opportunity of serving in the war effort by assisting in the production of munitions and other war industries and arrangements were made whereby a specified number of trainees from Prince Edward Island would be enrolled in training centres in the provinces of New Brunswick and Nova Scotia. As its contribution to this training, the provincial government of Prince Edward Island paid the cost of transportation for trainees attending these classes. ¹²

Under the new agreement, the federal government paid for 100 per cent of the costs of training skilled and semi-skilled workers for war industries and the armed forces. Administration expenses were borne by the provinces, and the cost of additional machinery was shared equally. ¹³ Training courses lasted about three months and were carried on in technical schools, universities, and industrial plants. From 1940 to 1946, \$24,000,000 was spent to provide training for over 180,000 persons in war industries and 120,000 in the armed forces. The program terminated in 1946, but was re-introduced in 1951 in response to similar needs due to the Korean War. ¹⁴

2. 1942 - 1960

(a) The Vocational Training Co-ordination Act - 1942

The Youth Training Act expired on March 31, 1942. In order to continue the programs which had been carried out under the Act, the government passed the Vocational Training Co-ordination Act. The Minister of Labour, Humphrey Mitchell said:

The intent of the new bill is not only to maintain that

system of training in which the provinces and the municipalities co-operate to the fullest extent, but also to extend its scope so as to make provision for a number of additional training schemes.

The Act did not specify the amount of money to be granted "because of the uncertainties of the situation and the conditions that confront us." ¹⁶ Estimates were to be introduced and appropriations made annually. The Act was administered under the Department of Labour by a Director of Training. In accordance with the Act, a Vocational Training Advisory Council was established to advise the Minister on vocational training matters. The Council consisted of a Chairman and 16 members appointed for a period of three years. One-third of the membership expired each year. "The Council represented employers, workers, veterans, technical education and other interests." ¹⁷

(b) Some Agreements under the Vocational Training Co-ordination Act

(i) Apprentice Training Agreement

In accordance with Order-in-Council P.C. 8993, funds were made available for training apprentices registered under the provincial act, either in part-time or full-time classes or correspondence courses. An appropriation of \$250,000 was made to be spent on such items as salaries of instructors, materials and supplies, and training allowances to apprentices in full-time classes. ¹⁸ The agreement provided that "costs to provincial governments for the operation of apprenticeship training programs and field supervision are shared on a matching basis subject to the limitation of the annual appropriation by Parliament for such purpose." ¹⁹ It was initially signed by all provinces except Quebec and Prince Edward Island for a period of ten years and renewed for another ten years in 1954. Newfoundland signed in 1954, after entering Confederation in 1949. Prince Edward Island had no system of apprenticeship operated by the provincial government. The Quebec system was operated by parity committees and apprenticeship committees functioning under the Collective Agreement Act. ²⁰

(ii) Dominion-Provincial War-Emergency Training Agreement

Schedule "L" under this agreement, a continuation of War Emergency Training described above, provided for rehabilitation training for ex-service personnel. In April, 1943, an official arrangement was completed between the Departments of Pensions and National Health and Labour. The Department of Labour agreed to provide all vocational training for discharged members of the armed forces. Under the plan, special classes were conducted to train vocational teachers and instructors (in 1943-44) who were selected from ex-service personnel of World War I and World War II. All

provinces except Prince Edward Island signed the agreement.

The federal government had expressed its intent to provide extensive educational benefits for veterans in 1941, when it issued Post-Discharge Order-in-Council P.C. 7633. The terms of the Order-in-Council formed the basis for the Veterans' Rehabilitation Act of 1945. Under the terms of the Act, the Department of Veterans' Affairs would decide who was eligible for training and what financial support he would receive.

Vocational training was undertaken by the Department of Labour in co-operation with the provincial governments under the authority of the Vocational Training Co-ordination Act, 1942. The federal government undertook to pay veterans an allowance for such training according to the following regulation:

...where a veteran takes a course of vocational or technical training which has been approved by the Minister as likely to fit him for employment or re-employment or to enable him to obtain better or more suitable employment, the Minister may pay him an allowance for the period during which he takes the said course. ²¹

(iii) Vocational Correspondence Courses Agreement - 1950

In the fiscal year 1947-1948, steps were taken to gain the support of all provinces in producing vocational correspondence courses "drawn up from a Canadian point of view, and reasonably uniform across Canada." ²² A year later it was reported that "progress made in the development of these correspondence courses has been discouragingly slow." ²³ In 1950, an agreement was signed with all provinces except Newfoundland and Prince Edward Island. The federal government agreed to assume an equal share in the cost of preparing new vocational correspondence courses or revising existing ones.

The courses had to be "recommended" by a Committee of Representatives of the provincial Departments of Education and approved by the federal Minister of Labour. Federal support was given on the condition that the province would give any course to non-residents of the province at the same price charged to residents. Since some provinces (Nova Scotia, Quebec, Alberta, and British Columbia) had already prepared courses at their own expense, the federal government agreed to make a compensatory payment in an amount mutually agreed upon for any course sold to non-residents of the province that prepared them. Since Newfoundland and Prince Edward Island did not have the facilities to prepare such courses, the other provinces agreed to make their courses available to the residents of these two provinces. ²⁴

The agreement was to be effective for five years from April 1, 1950, with a total grant of \$125,000. In March 1955, the agreement was extended

for a year. Up until that time, only \$19,269.44 of the \$125,000 had been claimed.²⁵

The following year, it was decided to renew the agreement on an annual basis which was done until 1961. At that time, only about \$95,000 had been spent.

(iv) Vocational Schools Assistance Agreement - 1945

This agreement was signed by all provinces for a period of ten years. Aid under the agreement (established by Order-in-Council P.C. 1648, March 8, 1945) was provided under the authority of the War Measures Act so that (1) the provinces and the Dominion did not have to share equally; (2) the agreement could become effective before the war ended. The agreement provided assistance for vocational training at the secondary school level but not exclusively in secondary schools. The Order-in-Council stated that the agreement must include a clause "adequately protecting provincial autonomy in the field of education and in the control and administration of vocational schools."²⁶

Funds were allotted as follows:

- (a) an outright annual grant of \$10,000 for each province.
- (b) an annual grant of \$1,910,000 for the ten-year period, to be allotted among the provinces in proportion to the 15 to 19 year age-group, this amount to be matched by the province;
- (c) \$10,000,000 for capital expenditures, to be allotted similarly, for projects approved prior to March 31, 1948.²⁷

Because of the economic situation and a shortage of building materials, most provinces were unable to take advantage of item (c). On February 20, 1948, Order-in-Council P.C. 76/666 extended the time limit to March 31, 1952 for all projects approved by the Minister of Labour up to March 31, 1948. The agreement did not provide funds for courses in Grade 9 or below, unless (in grade 9) 50 per cent of the time was devoted to vocational subjects. University courses, manual training, and other general or pre-vocational courses were shareable.²⁸

In the fiscal year 1946-47, the federal government limited contributions from the annual allotment "to an amount not in excess of the increase in provincial expenditures over a basic year prior to the agreement or to 50 per cent of the actual provincial expenditures, whichever was the lesser."²⁹ The purpose of the change was to ensure that Dominion funds were used mainly for the expansion of vocational training, not to transfer from the province to the Dominion normal expenditures previously borne by the province.³⁰ The agreement expired on March 31, 1955. The Vocational Training Advisory Council recommended that the agreement be renewed for

another ten years, with an increase in the federal contribution to \$5,000,000 annually. The government decided to renew the agreement on an annual basis for the next two years while it studied the matter. During this period, there was considerable pressure for additional federal support.³¹ A general lack of skilled labour in a booming economy led to this pressure. Table 4, on page 72, gives total expenditures under the agreement.

TABLE 4³²

FEDERAL FINANCIAL ASSISTANCE TO PROVINCES
UNDER VOCATIONAL SCHOOLS ASSISTANCE
AGREEMENT, 1945-1957

	Annual Allotment \$	Capital Assistance \$	Total \$
Nfld.	434,945	292,250	727,195
P.E.I.	298,092	81,999	380,091
N.S.	974,380	446,358	1,420,738
N.B.	1,086,799	443,000	1,519,799
Que.	7,460,262	3,139,400	10,599,662
Ont.	7,110,500	2,807,685	9,918,185
Man.	1,047,699	449,407	1,497,106
Sask.	1,593,859	857,563	2,451,422
Alta.	1,689,390	700,200	2,389,590
B.C.	1,542,429	595,399	2,137,828
N.W.T.	13,265	---	13,265
Yukon	4,673	2,586	7,259
TOTALS	23,256,293	9,805,847	33,062,140

(v) Vocational and Technical Training Agreement No. 2 - 1957

While this agreement appears at first to be merely an extension of the Vocational Schools Assistance Agreement, a closer look provides some interesting changes.

The new agreement allocated \$40,000,000 for vocational and technical training for the five years the agreement was in force: \$25,000,000 was for capital expenditures and the remaining \$15,000,000 was provided in annual allotments, ranging from \$2,500,000 in the first two years to \$3,500,000 in the last two years.³³ Funds were allotted to the provinces as follows:

- (a) an initial allotment of \$30,000 to each province and \$20,000 to each of the Northwest Territories and the Yukon;
- (b) the balance allotted in proportion to the 15 to 19 year age group in each province;
- (c) the province must match the contribution of the federal government;
- (d) not more than 50 per cent of the annual allotment was for buildings and equipment; not more than 70 per cent was for operational costs of vocational or composite high schools; at least 10 per cent was to be for advanced technical training or trade and occupational training; and at least 2 per cent for trades and technical teacher training.³⁴

Section (d) above seems to be an attempt by the federal government to place greater control on the expenditure of its grants and thereby directly influence the provincial education systems. The agreement now specified how much could be spent and in what areas it must be spent. It also provided more money over a shorter period of time. The previous agreement provided no such stipulations. As Table 5 on page 74 shows, less than half of the \$40,000,000 allocated for this agreement had been claimed. Note that Quebec claimed no funds at all.

TABLE 5³⁵TOTAL EXPENDITURES UNDER VOCATIONAL AND TECHNICAL
TRAINING AGREEMENT NO. 2, 1957 TO 1961

	Annual Allotment \$	Capital Assistance \$	Total \$
Nfld.	369,287	---	369,287
P. E. I.	138,321	156,506	294,827
N. S.	606,921	21,980	628,901
N. B.	530,500	678,989	1,209,489
Que.	---	---	---
Ont.	3,082,786	4,018,307	7,101,093
Man.	643,948	98,720	742,668
Sask.	678,667	1,201,439	1,880,106
Alta.	810,293	1,709,592	2,519,885
B. C.	873,822	1,213,468	2,087,290
N. W. T.	54,320	35,600	89,920
Yukon	23,326	---	23,326
TOTALS	7,812,191	9,134,601	16,946,792

(vi) Vocational Training Agreement - 1948

The original agreement covered a two-year period starting on April 1, 1948. In 1950, it was renewed for three years, in 1953, for one year and in 1954, for five years. All provinces signed the original agreement and the first two extensions; however, Quebec did not sign the 1954 extension agreement. Basically, the purpose of the agreement was to consolidate many existing schedules. It provided for the federal government to share in the costs of training the following groups at the following levels of participation.

	<u>Federal Share</u>
Veterans	100%
Unemployed	50%
Youth	50%
Foremen, Supervisors	50%
Tradesmen in the armed forces	100%
Workers in defence industries	75%
Disabled persons	50%

(vii) Special Vocational Training Projects Agreement - 1959

The Special Vocational Training Projects Agreement of 1959 extended and enlarged the vocational training agreement of 1948-59. The separate schedules of this agreement were as follows: ³⁶

<u>Schedule</u>	<u>Federal Share</u>
C - Vocational Correspondence Courses	50%
G - Federal Government employees	100%
H - Assistance to students	50%
K - Service tradesmen	100%
M - Unemployed workers	50%
P - Primary industries	50%
Q - Foremen and supervisors	50%
R - Disabled persons	50%

TABLE 6 37

Federal Government Payments Under Vocational Training Co-ordination Act (1942),
1942 to 1960, Selected Programs (\$ thousands)

Year	Vocational Schools Assistance Agreement	Vocational Schools Assistance (Capital)	Appren- ticeship	Youth Train- ing	Student Aid	Re-establish- ment Training	Voc. & Tech. Training Agreement No. 2	Voc. & Tech. Training Agreement (Capital)
1942/43								
1943/44	began	began	began	n. a.	n. a.	began		
1944/45	1945	1945	1944	n. a.	n. a.	1944		
1945/46	n. a.	n. a.	6	n. a.	n. a.	385		
1946/47	2,032	518	43	n. a.	185	3,420		
1947/48	1,852	1,225	120	324	203	12,077		
1948/49	1,578	2,279	113	332	196	5,636		
1949/50	n. a.	2,056	225	325	205	n. a.		
1950/51	2,053	1,155	399	n. a.	221	n. a.		
1951/52	2,071	858	427	368	219	141		
1952/53	2,165	1,134	494	417	235	n. a.		
1953/54	2,044	286	774	501	n. a.	end		
1954/55	2,030	292	753	512	325			
1955/56	2,152	3	839	320	n. a.			
1956/57	2,069	end	891	133	207		began	began
1957/58	end	end	1,034	142	210		1958	1958
1958/59			1,332	111	201		908	865
1959/60			1,675	133	231		2,435	2,361
1960/61			1,790	118	216		2,050	3,090
			1,638	101	187		2,348	2,819

Sources: Canada Department of Labour, *Annual Reports, 1942 to 1960*, and Donald Glendenning, "Impact of Federal Financial Support on Vocational Education in Canada", Unpublished Ph. D. thesis, Indiana University, 1964.

3. Effects of the Vocational Training Co-ordination Act on Ontario

(a) War Emergency Training

It is significant that whereas the first two federal acts were evaluated in some way by the federal government, there appears to be no published evaluation of the Vocational Training Co-ordination Act. The Act was a catch-all under which many programs were carried out with obviously varying success. There seems to be general agreement that the programs which resulted from World War II were very successful. The war emergency training program provided a large number of badly needed skilled workmen in a short period of time. In Ontario, many schools were in operation for 24 hours a day, training persons for specific jobs. Previously, vocational and technical training in the province had not been specifically job-oriented; rather, it had been designed to give a student the general framework from which he might choose his specialty. The Minister of Education reported that it was "the first time in their history (that) vocational schools of the Province had been called upon to play a direct and important part in training men and women industrial workers and...technical personnel..."³⁸ The war emergency training program also demonstrated the capabilities of the school to a critical industrial community. Industry had complained because the schools were not producing graduates who could move directly into the plant.

The Minister of Education reported that:

The war has brought the vocational school closer to industry than ever before. Many industrialists have learned for the first time that the schools are ready to function in the training of employees in a way which they had not previously believed possible. They have discovered that competent instructors with a broad background of trade experience are available to assist them in their problems.³⁹

Unfortunately, the quality of instruction suffered because of necessities of the war.

Owing to the necessity of employing a large number of substitute instructors to fill the positions of qualified teachers, absorbed by the forces, by the war emergency program and by war industry, the usual high standard of instruction in the day schools has been difficult to maintain. Pupils have undoubtedly suffered from the absence of experienced teachers who have gone into service, and unfortunately, because of the necessity of closing down the Ontario Training

College for Technical Teachers, there has been no reservoir from which new teachers might be drawn. The College has been used for some time for training R.C.A.F. and Army personnel. 40

(b) The Vocational Schools Assistance Agreement 1945-1957 and The Vocational and Technical Training Agreement No. 2 1957-1961

In the previous chapter, it was shown how Ontario's vocational education program had developed according to the recommendations of the Seath Report. As a result, Ontario was well-prepared to take full financial advantage of the federal grants under the agreements in effect between 1945 and 1966. There is little doubt that the additional funds were helpful to the program. They were not, however, the catalyst to the provincial program, nor would it appear that they had any real influence on it. Perhaps the greatest influence was on the provincial building program, where federal grants amounted to close to \$7,000,000. There is some undocumented evidence to suggest that spending on technical schools or facilities in high schools became involved in local politics. As a result, it is possible that facilities were installed where they were not needed. In the actual operation of the vocational education program, the Dominion contribution was relatively small. Ontario's program was so highly developed that it was able to draw the maximum amount of its annual allotment. From the period 1945 to 1961, its share of federal funds was considerably higher than any other province as indicated by Tables 4 and 5 on pages 72 and 74. Yet the federal grants were a very small percentage of the total operational costs for vocational education in Ontario. Moreover, the grants remained fixed even though costs rose. In 1949, for example, the net cost to municipalities of vocational education was \$4,949,902 as compared to a federal grant of \$589,000. 41 Costs rose considerably in the next decade, but federal grants remained static.

4. The Royal Commissions

During the period under discussion, there were three Royal Commissions which had special significance for education: The Royal Commission on Dominion-Provincial Relations; The Royal Commission on National Development in the Arts, Letters, and Sciences; and The Royal Commission on Canada's Economic Prospects. The reports of these Commissions were highly favourable in their attitude towards federal financial support for post-secondary education. They did not, however, favour federal financial support of primary and secondary education despite submissions by the Canadian Teachers' Federation (CTF) to two of the Commissions. What follows below is a description of the CTF briefs and the recommendations regarding education made by the commissioners.

(a) The Royal Commission on Dominion-Provincial Relations (Rowell-Sirois) 1937

In January, 1938, the Canadian Teachers' Federation presented its brief to the Rowell-Sirois Commission. The Federation favoured federal aid to education in order to equalize opportunity and made specific proposals as to the method.

We suggest the 'weighted population' device adopted in Great Britain's local Government Act of 1929. The total amount to be granted annually is fixed for a period of years, at the end of which it may be revised. This amount is apportioned to the municipalities according to their 'weighted population,' which is the actual population adjusted to take account of local conditions. Thus in Canada the population of a province could be given extra weight if its taxable capacity (perhaps as measured by assessment for federal income tax) were lower than the average, or if the proportion of its population entitled to old-age pensions was higher than average. Corrections could also be applied to take account of the number of children of school age in proportion to the population. ⁴²

The CTF felt that the federal government ought to take care not to stimulate artificially any class of education.

Federal grants should not be specifically stated to be in aid of any one branch of education, such as agricultural, technical or commercial schools. To do this would run the risk of artificially stimulating a given class of education, which might not be a province's chief need. It is the responsibility of the educational authorities of each province to determine what type of schools that province needs most. ⁴³

The Federation feared that, should the federal government contribute to primary and secondary education, the provinces might reduce their grants to education.

The federal government should guard against the possibility of the provinces merely reducing their own grants by the amount of the federal subsidy, by making this subsidy conditional on the provinces not reducing their grants for education. ⁴⁴

The Commissioners, however, were not convinced by the arguments of the CTF. In its Report issued in 1939, the Commission recognized that the extent and quality of education throughout the country was not uniform; however, it still felt "that the instruction of the young... is a matter which the provinces must continue to control." ⁴⁵ It did propose certain financial remedies but did not favour grants to the provinces specifically for education.

Our financial proposals aim at placing every province in a position to discharge its responsibilities for education... if it chooses to do so. Once this position is established it seems to us best that education, like every other form of welfare service in a democratic community, should have to fight for its life, and that a generous provision for the education of the children of the nation should depend not on any arbitrary constitutional provision, but on the persistent conviction of the mass of people that they must be ready to deny themselves some of the good things of life in order to deal fairly by their children. Hence we do not think that it would be wise or appropriate for the Dominion to make grants to the provinces ear-marked for the support of general education. ⁴⁶

The Commissioners' position was not quite the same on the issue of aid to universities:

The efficient functioning of universities in all regions of Canada... is essential if some equality of influence in the national life is to be maintained as between these regions. The extinction of a provincial university would strike a heavy blow at the importance of that province in the next generation of Canadian history. ⁴⁷

The Report therefore recommended a small federal grant to the provinces for the use of state supported institutions, the grant to be based on population. The Report stated that the universities could do what they wished with the grant but hoped they would use them to provide scholarships and bursaries:

... a relatively small Dominion annual grant divided among the provinces in rough proportion to their population for the benefit of institutions which receive help from the state might play a peculiarly useful part in our national life. The additional funds, while preferably to be spent at the discretion of the university,

would make it possible...to provide scholarships and bursaries which would bring its opportunities within the reach of poor but able students. 48

The CTF did not allow the recommendations of the Rowell-Sirois Report to go unanswered. On January 7, 1941, it sent a brief entitled "An Open Door For Education - A Pamphlet Addressed by the Canadian Teachers' Federation to the Dominion-Provincial Parley, January, 1941". In a covering letter with the brief, submitted on January 7, 1941, A.J.H. Powell, Director of Publicity, said:

After close study of the Report of the Rowell-Sirois Commission, the Canadian Teachers' Federation has been forced to make one more appeal for a sincere and adequate consideration of Education as a national responsibility and an instrument of democracy.

The proposals of Plan I are completely inadequate to make good the present deficiencies in the Maritimes, in Quebec, and in Saskatchewan. The proposals fail to take any account of the simple biological fact that children of school age are almost twice as numerous, relatively, to population, in one province as in another. The proposals fail to recognize the enormous disparity in the cash incomes out of which the citizens of the different provinces must provide schooling for their children. 49

The brief recommended that:

...a sub-section be added to Section 93 of the B.N.A. Act, so framed as to enable the Governor-General in Council, in consultation with and with the consent of the Provinces, to make such grants-in-aid to education as may from time to time be found necessary. 50

The recommendation, however, was never acted upon.

(b) The Royal Commission on National Development in Arts, Letters and Sciences (The Massey Commission)

The Royal Commission on National Development in the Arts, Letters, and Sciences under the chairmanship of Vincent Massey played an important role in the introduction of federal financial support for universities.

While its terms of reference contain neither the words "culture" nor "education" the Massey Commission felt that "since the public...

immediately and instinctively called us the 'Culture Commission'" they could and should examine this area. In order to justify the examination of education, the Report stated:

Culture is that part of education which enriches the mind and refines the taste. It is the development of the intelligence through the arts, letters and sciences. This development... occurs in formal education. ⁵¹

It therefore concluded:

If the Federal Government is to renounce its right to associate itself with other social groups, public and private, in the general education of Canadian citizens, it denies its intellectual and moral purpose, the complete conception of the common good is lost and Canada... becomes a materialistic society. ⁵²

The Commission recommended a system of national scholarships and bursaries for university students and recommended that:

- a) ...the Federal Government make annual contributions to support the work of the universities on the basis of the population of each of the provinces of Canada.
- b) That these contributions be made after consultation with the government and the universities of each province, to be distributed to each university proportionately to the student enrolment.
- d) That all members of the National Conference of Canadian Universities be eligible for the federal grants mentioned above. ⁵³

The Report made no recommendations regarding federal aid to primary and secondary education. No submission was made by the Canadian Teachers' Federation to the Massey Commission.

(c) The Royal Commission on Canada's Economic Prospects (The Gordon Commission) 1955

On June 17, 1955, an Order-in-Council was issued establishing a commission "to inquire into and report upon the long term prospects of the Canadian economy." The final report was submitted in November, 1957. It was at this time that the Russians had launched Sputnik. This led to a re-examination of education in Canada and especially in the United States

and an increased awareness of the importance of scientific research and technological training. The Canadian Teachers' Federation noted this in its brief to the Commission in 1956:

At a time when usually reliable sources are reporting great technological and scientific advances resulting from the educational system of the Soviet Union, this Canadian situation can conjure up some frightening consequences that could result from the inadequacies of our educational facilities. Even security alone warrants drastic action in respect to the improvement of Canadian education.⁵⁴

The CTF said that "provincial governments and local education authorities have no present prospect of being able to cope financially with the magnitude of the task before them."⁵⁵ It therefore recommended that:

In the national interest, the Federal Government, either through its taxation agreements with the provinces or by direct grants in aid of education, must ensure that the provinces will have enough money to provide adequate educational facilities offering equal opportunities to all Canadians regardless of their geographic location and their family economic status.⁵⁶

The Gordon Commission did acknowledge the importance of education.

More complex industrial processes and relationships and the necessity for adaptability in a rapidly changing economy will require a higher level of general ability. We must expect to achieve this through the educational system. Of the pupils entering Grade I, 80 per cent do not now complete junior matriculation and 90 per cent do not complete senior matriculation. The level of education reflected in these figures will not meet the requirements of the future. We must accommodate ourselves to a continuous expansion of school facilities first, because of increasing numbers of young people, and second, because of the necessity of providing a larger proportion of them with a more extended period of schooling.⁵⁷

The Commission thought, however, that the demand for skilled technicians could best be met by training at the post-secondary level.

It is important that more technical training schools for high school graduates be established. The advantages of post-high school training are that it gives young people more time to make up their minds about a career, that it is more suitable to highly specialized training (e.g. electronics) which requires some grounding in science and mathematics, that it will help to relieve the pressures of the universities to give what are, in effect, technical training courses, and that training at this level is likely to be more intensive and efficient than at the high school level. Good technical education in a formal sense has become a necessity because of the technological changes that have taken place in recent years and it is imperative that the present facilities for such education be greatly expanded. ⁵⁸

The Commission favoured the expansion of universities as a cure to the economic problems and projected problems of the country. The Report stated:

We are concerned with the contribution made by the universities to the increase in the national productivity and wealth of the country. In relation to this aspect of the national welfare Canadian universities occupy a key position. ⁵⁹

It is likely that these three reports reflected the changing attitudes towards education. In 1939, the economic values of education had not been realized. It was not thought of as the cure to unemployment and a necessity for future growth. The Rowell-Sirois Commission reflected this attitude in its fairly negative comments on education. Both the War Emergency Program and the educational part of the Veterans' Rehabilitation Program appeared to have convinced the public that there were great rewards to be gained from education. The Massey Commission recommended substantial financial support for post-secondary education. So, too, did the Gordon Commission in the wake of spectacular technological advances in Russia.

5. Conclusion

Because of the nature of the Vocational Training Co-ordination Act, decisions made to sign, extend or terminate agreements were kept out of the main political forums. Largely because of circumstances created by World War II, the powers of the federal government increased greatly during the 1940's and continued to do so in the next decade. There was little, if any, debate on educational issues in the House of Commons or

the media. They did not appear to be used, overtly at least, to win votes. This situation changed in 1960. The government was under pressure because of the poor performance of the economy and the high level of unemployment. At the same time, there was a shortage of skilled labour. The government introduced the Technical and Vocational Training Assistance Act in part as a means to create jobs through the construction of school buildings; however, it did not seem to have taken note of past experiences when it devised its financial arrangements. There was no limit to the amount of funds a province could request for purposes of construction (other than that the provinces carry 25 per cent of the expense). As a result, spending far exceeded the federal government's expectations, causing enough financial stress that the government was forced to amend the Act to reduce its financial responsibilities. There seems to have been considerable co-operation between federal and provincial administrators while the Act was in operation; however, the political benefits to the federal government appeared to be slim. It is difficult to determine how far this was responsible for the unexpected expiration of the Act in 1967. The Liberal government thought, somewhat naively, that it could cease to influence education by merely paying the tuition and living expenses of students. There is considerable evidence to indicate that this has not happened. In the meantime, the provinces have been given the responsibility, and much of the expense, of operating the schools which they were encouraged to build as quickly as possible under the Act.

Ontario again received a very large proportion of the federal grant which it used to establish a system of colleges of applied arts and technology. Unfortunately, because the Act was to expire after five years, there was considerable haste and insufficient planning in the establishment of this system.

References

- 1 Canada, House of Commons Debates, 1936, p. 906.
- 2 ibid., p. 906.
- 3 ibid., p. 918.
- 4 ibid., 1939, p. 3309.
- 5 ibid., 1937, p. 2259.
- 6 ibid., 1939, p. 3309.
- 7 F. H. Sexton, "Technical Education in Canada," The Yearbook of Education, 1939, p. 631.
- 8 Canada, House of Commons Debates, 1939, p. 3309.
- 9 ibid., p. 3309.
- 10 Canada, Department of Labour, Annual Report, 1939-40, p. 101.
- 11 ibid., 1940-41, p. 133.
- 12 ibid., p. 134.
- 13 ibid., p. 133.
- 14 D. E. M. Glendenning, A Review of Federal Legislation Relating to Technical and Vocational Education in Canada (Ottawa, 1968), pp. 34-35.
- 15 Canada, House of Commons Debates, 1942, p. 1751.
- 16 ibid., p. 1751.
- 17 Canada, Department of Labour, Annual Report, 1944-45, p. 57.
- 18 ibid., p. 58.

- 19 ibid. , 1955-56, p. 69.
- 20 ibid. , p. 69.
- 21 Canada, Department of Veterans' Affairs, Veteran's Rehabilitation Act, Consolidation, 1959, p. 2.
- 22 Canada, Department of Labour, Annual Report, 1947-48, p. 43.
- 23 ibid. , 1948-49, p. 43.
- 24 ibid. , 1950-51, p. 74.
- 25 ibid. , 1954-55, p. 75.
- 26 D. E. M. Glendenning, "Impact of Federal Financial Support on Vocational Education in Canada," Unpublished Ph. D. thesis (Indiana University, 1964), p. 68.
- 27 ibid. , p. 67.
- 28 ibid. , p. 68.
- 29 Canada, Department of Labour, Annual Report, 1947-48, p. 34.
- 30 ibid. , p. 43.
- 31 ibid. , 1954-55, p. 75.
- 32 D. E. M. Glendenning, "Impact of Federal Financial Support," p. 69.
- 33 ibid. , p. 70.
- 34 ibid. , p. 21.
- 35 ibid. , p. 72.
- 36 D. E. M. Glendenning, A Review of Federal Legislation Relating to Technical and Vocational Education (Ottawa, 1968), p. 49.

- 37 D. Stager and H. Fluxgold, "The Evolution of Federal Government Involvement in the Financing of Post-Secondary Education in Canada 1867-1966" (mimeo) (Toronto, 1972), p. 77
- 38 Ontario, Report of the Minister of Education, 1942, p. 21.
- 39 ibid., 1943, p. 20.
- 40 ibid., p. 20.
- 41 ibid., 1949, p. 11.
- 42 Canadian Teachers' Federation, "A Brief Presented by the Canadian Teachers' Federation to the Royal Commission on Dominion-Provincial Relation" (Ottawa, January, 1938), p. 12.
- 43 ibid., p. 14.
- 44 ibid., p. 13.
- 45 Canada, Report of the Royal Commission on Dominion-Provincial Relations (Ottawa, 1940), p. 51.
- 46 ibid., p. 52.
- 47 ibid., p. 52.
- 48 Letter to the Dominion-Provincial Conference, dated January 7, 1941, from A. J. H. Powell, Director of Publicity, Canadian Teachers' Federation.
- 49 Canadian Teachers' Federation, "A Brief Presented... to the Conferences with the Provinces to Consider Recommendations of the Royal Commission on Dominion-Provincial Relations" (Ottawa, January 1, 1941) (mimeo)
- 50 Canada, Report of the Royal Commission on National Development in the Arts, Letters, and Science (Ottawa, 1951), p. 7.
- 51 ibid., p. 8.

- 52 ibid. , p. 355.
- 53 ibid. , p. 355.
- 54 Canadian Teachers' Federation, "Brief to the Royal Commission on Canada's Economic Prospects" (Ottawa, February 16, 1956), p. 5.
- 55 ibid. , p. 2.
- 56 ibid. , p. 7.
- 57 Canada, Report of the Royal Commission on Canada's Economic Prospects (Ottawa, 1956), p. 447.
- 58 ibid. , p. 448.
- 59 ibid. , p. 452.

III TECHNICAL TRAINING VS. MANPOWER RE-TRAINING 1961-1971

1. The Technical and Vocational Training Assistance Act - 1961

(a) Background

During the latter years of the 1950's, Canada and the Conservative government of John Diefenbaker were faced with a serious economic crisis. The growth rate of the nation's economy had slowed considerably, and unemployment was at an all-time post-war high of 8 per cent of the labour force by its peak in the summer of 1960. Canadian industry had depended to a large extent on the immigration of craftsmen from Europe. As economic conditions improved there, fewer skilled workers immigrated, and some even began returning home from Canada. Increased international trade competition hurt Canadian industry.

Studies claimed that the state of Canadian education was a cause of the economic problems. There was a correlation drawn between the unemployed and lack of education. The high post-war birth rate forced the provinces into huge expenditures on education (as well as other areas), and they were now looking to Ottawa for funds. It was claimed that the lack of adequate training facilities was one reason for the increasing numbers of school drop-outs without adequate skills. The high cost of such facilities and the continuing emphasis on strictly academic courses meant that there was little prospect of the provinces taking any action to remedy the situation.

The Conservative government was in an ideal position to take the initiative. In the election of 1958, the Conservative Party had won the largest majority since Confederation. Their 208 seats included 50 of the 75 seats in Quebec. The Minister of Labour, Michael Starr, was not interested in Quebec's concerns about provincial rights, but rather with the issue of rising unemployment.

On November 25, 1960, Starr introduced the resolution into the House of Commons which was later to become the Technical and Vocational Training Assistance (TVTA) Act. He made it clear that the program was being introduced for more than purely educational reasons.

It is designed to undergird the government's program to increase employment and foster national development.²

This program formed an integral part of the Conservative plans

to stimulate the economy, plans which included an increase in old age pensions, incentive grants to winter works projects in municipalities, and direct mortgage lending.

Starr noted that:

Canada has never trained enough manpower to meet the needs of industry...to meet our trained manpower needs we have in the past relied on immigration and on the informal acquisition of skill through on the job experience.³

Starr listed three reasons why it was necessary for Canada to train "a much higher proportion of our manpower than ever before."

In the first place, during the past decade population in the 15 to 19 years age group rose by a quarter of a million...

Second, the demand for skilled and technical workers is increasing far more rapidly than employment generally...

The third reason...is that we cannot expect to benefit nearly so much in future from the immigration of skilled and technical workers.⁴

During the debate on second reading of the bill, Starr said the purpose of the bill

...is the preparation of any person for gainful employment in any primary or secondary industry or in any service occupation, or for the purpose of increasing his skill or proficiency therein.⁵

The Act passed through Parliament with no recorded vote and very little debate. It was assented to on December 20, 1960.

(b) Terms of the Act

The Act authorized the Minister of Labour to sign individual agreements with each of the provinces for a period of not more than six years for the reimbursement of certain capital and operating costs provided that they fulfilled certain conditions. Agreements, all similar in content, were concluded during the following year with all provinces. The legislation was designed to "provide financial assistance for the development and

operation of technical and vocational training facilities and programs throughout Canada."⁶ The Dominion Government was prepared to reimburse the provinces for up to 75 per cent of the cost of construction, purchase, addition or alteration to approved buildings and physical equipment for vocational training, and to provide varying amounts to the operating costs of training, divided into a schedule of nine (later, ten) programs. The legislation was designed to offer funds for a wide range of training activity that would cover the complete range of needs in the labour forces.

Program 1 - Vocational High School Training

The federal government shared in the operating costs of courses in which at least 50 per cent of the school time was devoted to technical, commercial, and other vocational subjects and which prepared students for entry into employment by developing occupational qualifications. The federal government agreed to pay up to \$15,000,000 to all provinces and territories over the six year period April 1, 1961 to March 31, 1967, with a maximum contribution of \$3,000,000 in any one year. An initial allotment of \$30,000 was made to each province and \$20,000 to each of the Yukon and Northwest Territories. The remainder was distributed on the basis of the ratio of the number of persons 15 to 19 years of age residing in each province to the total number of persons in that age group in Canada, as determined by the latest census. The federal contribution would not exceed 50 per cent of provincial costs. It could not be used for capital expenditure.

Program 2 - Technician Training

Assistance was provided for post-high school training in applied science or technology which was not designed for university credit. The purpose of the program was to relieve a shortage of technically-trained people at the sub-professional level.

Program 3 - Trade and Other Occupational Training

Pre-employment training or retraining was provided for persons over the compulsory school attendance age who had left elementary or secondary school. Training was designed to develop or increase occupational competence or skills.

Program 4 - Training in Co-operation with Industry

Training was provided for supervisors and others employed by industry who needed upgrading or retraining. The program was designed specifically for employed persons in single industries or groups of industries.

Program 5 - Training of the Unemployed

This program provided training for unemployed persons to increase their basic education, their trade, technical or occupational competence.

Program 6 - Training of the Disabled

This program provided training for anyone who, because of a continuing disability, required training to fit him for employment in a suitable occupation. The federal government contribution was 50 per cent of provincial costs. In the case of on-job training, the federal government reimbursed the employers for up to 50 per cent of the trainees' wages.

Program 7 - Training of Technical and Vocational Teachers

Funds were provided by the federal government for programs for training occupationally competent persons as teachers, supervisors, and administrators of technical or vocational training programs to be conducted in vocational schools and institutes or in industry.

Program 8 - Training for Federal Departments and Agencies

The federal government reimbursed the provinces for the full amount of their expenditure for training provided in skilled, semi-skilled or other occupations for members of the Armed Services. The federal government also contributed up to 100 per cent of the cost of training programs operated by the provinces at the request of the Minister of Labour for employment in a federal government department or for employment related to the activity of any federal department or agency.

Program 9 - Student Aid

This was a continuation of the Dominion-Provincial Student Aid program begun under the Youth Training Act of 1939.⁷

Program 10 - Research

In 1965, a research program was added to the agreement to encourage research projects undertaken in the provinces to provide information on technical and vocational training and manpower requirements. The federal government paid 50 per cent of approved provincial expenditures.

The federal government shared equally in the costs of all but four programs. As mentioned, the federal government assumed 100 per cent of the expenditures under Program 8. It assumed 75 per cent of the training under Programs 4 and 5. Under Program 1, funds were provided on a per capita basis for the operating costs of approved secondary school

courses. Orlikow stated that "these sums were rather insignificant to all but the very poorest provinces."⁸

A number of financial amendments to the Act were made in the fall of 1963. The federal contribution to training allowances to the unemployed increased from 75 to 90 per cent and to training people in industry from 50 to 75 per cent. Capital assistance was continued at 75 per cent until a province reached \$480 per capita based on the 15-19 age group, at which time the federal contribution fell to 50 per cent.

In October, 1965, Quebec opted out of Programs 1, 2, 6, 7, 9, part of Program 3, and the Correspondence Courses Program. Instead of the federal contribution, the province received certain tax abatements, but only if training programs were continued as outlined in the Technical and Vocational Training Agreement.⁹ In May, 1966, another revision was made to the system of training allowances. The federal government undertook to pay the entire basic allowance of \$35 per week and 90 per cent of a supplementary sum to a maximum of \$55 per week. The Act was administered at the federal level by the Vocational Training Branch of the Department of Labour (except for about one year under the Department of Manpower and Immigration).

(c) Effects of the Act

Not long after the Act was put into practice, it began drawing considerable public criticism. Opposition members in the House of Commons questioned the quality of the courses offered by the provinces. Paul Hellyer of the Liberal Opposition attacked the provinces and specifically Ontario:

By inference at least I question as to the competence of the authorities in some of the provinces particularly in my own province of Ontario, to administer the plan wisely, and to make the maximum use of the funds for the purpose for which they were introduced. Finally, I have not too much faith in the Ontario administration.¹⁰

A critic in the Senate condemned the lack of an overall plan. He pointed out that due to the "over enthusiasm" of Premier Smallwood, training centres were being built in Newfoundland with no consideration given to available jobs. There was also considerable criticism of the over-expenditures of the program. The original estimate of \$190,000,000 for ten years had been exceeded by \$79,000,000 within 15 months.

There was considerable criticism from labour and industry as well. Canadian Labour, the official publication of the Canadian Labour Congress, said that the provinces were reluctant to take advantage of the grants to introduce "meaningful manpower programs." It also claimed

that there were conflicts and confusion in the provincial Departments when programs were established. National industries presenting papers at the Interprovincial Conference on Education and Human Resources Development in Montreal, September 8-10, 1966, expressed a lack of confidence in the program, noting the growing gap between the needs of industry and the training program in the provinces.

Technical school courses should be established, based on curricula which are mutually acceptable to industries with allied trade requirements, and thereby encourage industry to establish inplant apprenticeship programs which are meaningful in the sense they meet industry requirements rather than what educational authorities think are industry's requirements.¹¹

Despite this criticism, Orlikow stated that "official circles appeared content with the relative efforts of the two levels of government."¹²

(i) Effects in Ontario

Whether by good planning or good fortune, Ontario was in an excellent position to take advantage of the federal program. The Premier and Minister of Education of Ontario, John Robarts, told the Provincial Legislature: "Frankly, I look at this as a heaven-sent opportunity to get some of those things (school construction) done."¹³ Ontario was in the process of re-organizing its high school curricula, and the federal funds provided help for this as well as for the expansion of the colleges of applied arts and technology which were in the embryonic stage. Ontario placed priority upon taking the fullest advantage of the 75 per cent sharing by the 1963 deadline. Up to the deadline of March 31, 1963, there were 513 applications for capital construction approved by the federal government. Ontario's share was 259; the other nine provinces and two territories had registered 254. In the training of the unemployed, there was a parallel disproportionate percentage of those enrolled in Ontario, the province with the lowest unemployment rate. Robarts explained the quick action of his Department of Education:

We were geared to take advantage of what I think was a very great opportunity that was offered to this province when the federal government offered this scheme to us.¹⁴

His successor as Minister of Education, William Davis, said: "Our relationship with the federal Department of Labour has been most acceptable."¹⁵

Tables 8 and 9, on pages 99 to 101, leave no doubt that Ontario was the prime beneficiary of the federal programs. It received almost three times more funds for capital expenditure than Quebec which received the second largest amount. Its expenditure for capital projects was over half of the total expenditure for all of Canada up to March 31, 1966. It constructed more than half of all technical and vocational high schools for all of Canada and created more than half the total of new student places provided under the Act.

(ii) Effects of Program 5

The Conservatives introduced TVTA in 1960 in order to counteract the economic recession at that time and to overcome previous failures to meet the training needs of the unemployed. Program 5 was designed specifically to meet these needs and therefore received considerable critical attention. The Ontario Economic Council judged the program quantitatively successful. Enrolment in Ontario increased from 500 to 23,000 between 1960 and 1964, and a whole new educational system had been established. The Council also found a number of deficiencies: (1) a lack of definite policy, reflected in inadequate criteria of performance, placement, and completion rates; (2) the virtual absence of research - there was no information on labour requirements for the next decade and no industrial and occupational breakdowns; there was very little contact with such agencies as the National Employment service, with industry and labour.¹⁶

A series of studies within the federal Department of Labour produced results which did not reflect favourably on Program 5. It was found that the Program favoured the young, as most of those enrolled were under 20. Few men with dependents registered for training. Those under 20 had the highest course drop-out rate. It was suggested that many had abandoned high school in order to receive training allowances. Women were the most rapidly rising group in the Program. Two-thirds were married, and many stated that they did not need to work. They took such courses as hairdressing, commercial, and practical nursing. It was found that "the regions with the lowest unemployment rates utilize the time of the unemployed for training to a much greater extent than regions with higher unemployment rates."¹⁷ Statistics for 1963-64 showed that Ontario had one in five of its unemployed enrolled in classes, while the ratio was one in twenty in the more economically depressed Maritime provinces and Quebec. By 1966, every second Canadian enrolled in Program 5 lived in Ontario. There was, moreover, a drop-out record from Program 5 of nearly 70 per cent.

Orlikow concluded:

In short, the plan for training and retraining manpower frequently did not reach those most

TABLE 7 ¹⁹

Federal Contributions (in Dollars), April 1, 1960 to March 31, 1967 to Programs under the
Technical and Vocational Training Assistance Act^a

Expenditure		Amount
Capital Assistance to trade and vocational schools, technical institutes and vocational high schools		792, 242, 215
Program		
1. Vocational high school training program	14, 139, 528	
2. Technicians' training	37, 418, 260	
3. Trade and other occupational training	72, 404, 155	
4. Training in co-operation with industry	2, 328, 152	
5. Training of unemployed	113, 996, 721	
6. Training of the disabled	3, 995, 382	
7. Training for the preparation and up- grading of technical and vocational teachers, supervisors, and administrators	2, 951, 862	
8. Training for Federal Departments and agencies	404, 754	
9. Assistance to students	1, 656, 911	
10. Grants and other expenses for research projects	127, 211	249, 423, 036
Total		1, 641, 665, 251 ^b

^a These figures include the sums distributed to the North West Territories and the Yukon. The Federal Government also contributed \$108, 840 to Vocational Correspondence Courses and \$9, 457, 051 to Apprenticeship training under two other Agreements during the same period.

^b NTVTA Council, Minutes, Twelfth Meeting, January 23-24, 1967, Appendix A; Canada, Department of Manpower and Immigration, Technical and Vocational Training Annual Report--1966-1967; Canada, Department of Finance, Public Accounts (Ottawa: Queen's Printer, 1960-67). The author computed totals from the figures provided in these three works.

TABLE 8²⁰

Capital Payments to Provinces (in Dollars) under the
Technical and Vocational Training Agreement

Province	Total amounts claimable (\$800 per capita formula)	Federal Payments to August 31/67	% of claimable amount paid to Aug. 31/67	Balance available for payment
Newfoundland	35,063,180	21,400,377	61	13,662,803
Prince Edward Island	7,100,000	2,639,615	37	4,460,385
Nova Scotia	51,391,180	11,014,069	21.4	40,377,111
New Brunswick	42,811,180	7,299,898	17	35,511,282
Quebec	373,940,720	133,930,596	36	240,010,124
Ontario	349,506,360	380,866,907(sic)	80.3	68,639,453
Manitoba	56,646,360	11,940,594	21	44,705,766
Saskatchewan	58,291,180	13,596,585	23.3	44,694,595
Alberta	79,203,180	68,781,861	86.8	10,421,319
British Columbia	90,122,360	44,069,055	48.8	46,053,305
Yukon Territory	924,035	954,439	103.2 ^a	Nil
North West Territories	1,359,180	70,444	5	1,288,736
Total	1,146,358,915	596,564,440(sic)	-	549,824,879

^a The \$800 per capita limit did not apply to claims made prior to March 31, 1967. See Canada, House of Commons, Debates, October 11, 1967, p. 2974.

TABLE 9²¹

Summary for Provinces of Capital Projects Approved under the Technical and Vocational Training Agreement,
April 1961 to March 31, 1966^a

PROJECTS	Can.	Nfld.	P. E. I.	N. S.	N. B.
New Schools ^b					
Federal Share	505,721,596	21,340,250	2,786,527	7,119,740	7,080,795
Total Cost	918,740,549	28,912,969	3,715,389	9,492,988	10,447,069
Additions & Alterations ^b					
Federal Share	114,738,972	22,232	20,567	1,409,891	228,893
Total Cost	183,457,919	42,302	26,754	1,879,855	375,018
All Projects					
Federal Share	620,460,568	21,362,482	2,807,094	8,529,631	7,309,688
Total Cost	1,102,198,468	28,955,271	3,742,143	11,372,843	10,822,087
New Schools					
Institutes of Technology	6	-	-	-	-
Trade Schools	70	12	1	1	4
Combined Trade Schools and Institutes of Technology	12	1	-	1	2
Technical & Vocational High Schools	455	-	1	5	-
Additions & Alterations (Major) ^c					
Institute of Technology	9	-	-	-	-
Trade Schools	91	1	-	7	2
Combined Trade Schools and Institutes of Technology	11	-	-	-	-
Technical & Vocational High Schools	116	-	-	1	1
Additions & Alterations (Minor) ^c					
\$10,000 or less)	129	2	6	1	32
Total	899	16	8	16	41
All Types of Schools	352,145	3,570	1,486	2,838	2,645

^aSource of figures

^bIncluding equipment

^cMajor: over \$10,000; minor: \$10,000 or less

TABLE 9²¹

Summary for Provinces of Capital Projects Approved under the Technical and Vocational Training Agreement,
April 1961 to March 31, 1966^a

Que.	Ont.	Man.	Sask.	Alta.	B. C.	Y. T.	N. W. T.
Estimated Costs (in dollars)							
90,116,299	254,233,041	8,005,398	12,375,702	64,037,832	36,714,650	911,362	-
145,082,416	543,452,040	2,160,507	21,755,750	90,615,319	51,749,718	1,356,384	-
27,026,015	46,726,610	2,774,969	6,176,712	14,438,173	15,715,578	62,813	136,519
42,370,466	73,074,806	4,086,476	14,132,591	23,249,862	23,226,615	123,424	869,750
117,142,314	300,959,651	11,780,367	18,552,414	78,476,005	52,430,228	974,175	136,519
187,452,882	616,526,846	16,246,983	35,888,341	113,865,181	74,976,333	1,479,808	869,750
Number of Projects							
2	2	-	-	1	1	-	-
30	11	2	-	2	6	1	-
5	-	1	1	1	-	-	-
85	278	1	9	42	34	-	-
4	5	-	-	-	-	-	-
54	4	7	-	5	3	-	1
9	-	-	1	1	-	-	-
-	55	10	5	10	33	1	-
7	25	47	-	4	5	-	-
196	387	68	16	66	82	2	1
New Student Places Provided							
73,214	181,618	5,602	10,784	34,242	35,634	482	30

Table supplied by Department of Manpower and Immigration,
spring 1968.

in need of its services. Clients employed Program 5 for a variety of purposes: welfare or relief substitutes; income supplement to married women; an incentive to secondary school students to drop out of regular school.¹⁸

2. The Adult Occupational Training Act - 1967

(a) Background

The Technical and Vocational Training Assistance Act was supposed to expire on April 1, 1967; however, all indications pointed to its renewal in some form. The federal Deputy Minister of Labour, Dr. George Haythorne, had stated that he did not anticipate any great changes in the program. A committee was established in the Advisory Council to work with the Director of the Vocational Training Branch (since 1966, the new Department of Manpower and Immigration was in charge of the legislation) in preparing recommendations on TVTA amendments for the November Council meeting. Officials at the federal and provincial levels were generally pleased with the TVTA Act; nevertheless, there was considerable public criticism of the programs and the original budget of \$190,000,000 had been exceeded by \$410,000,000.

In a surprise statement on October 24, 1966, Prime Minister Lester Pearson and his Minister of Manpower and Immigration announced that the Technical and Vocational Training Act would be allowed to lapse and a new federal training policy introduced. The announcement was made in connection with the three Federal-Provincial Conferences: on higher education, October 24-26; on tax structure, October 26-28; and a general conference, October 28. Provincial officials were most upset by the announcement. The provinces had not been consulted on the change and were not notified about the new federal policy until Sunday evening, October 23, just before the conference opened. There was, therefore, little time to examine the new proposals, prepare alternatives or mount a concerted opposition against the federal program.

In speaking to the conference on higher education, Pearson outlined the government's philosophy on aid to education, the first time the federal government had ever stated its philosophy. The primary principle was one of non-interference. He said that "the federal government should not impose on the provinces any views as to how much money should be spent for education or in what way it should be applied."²²

He continued:

The federal government wishes by its actions to recognize the needs and priorities of the provinces. It is for provincial governments to take the action that, within their fields of jurisdiction, they think

most appropriate and desirable.²³

He felt that the TVTA Act encouraged the provinces to spend on certain types of educational institutions at the expense of others.

Under the present system, a province has a stronger incentive to establish and operate a post-secondary institution, that can qualify under the training agreements, than it would have to provide additional university facilities for which there is no shared-cost incentive.²⁴

Pearson stated that the federal government ought to provide "a basic 'economic equality' for the provinces, together with equality of educational and employment opportunity for all Canadians."²⁵

He quoted the Minister of Finance, Mitchell Sharp:

We must somehow fashion machinery which will permit a strong Federal Government to accomplish the economic and social responsibilities which properly belong to it, but without impairing the fiscal freedom and responsibility of the provinces. We must on the other hand fashion machinery which will strengthen the ability of the provinces to provide the greatly expanded and improved public services which are expected of them, but without at the same time hobbling the Federal Government or forcing it to have different laws for different parts of Canada - differences which might have the effect of obscuring or weakening its proper role as a government which governs all Canadians and protects equally the interests of all of them.²⁶

While trying to equalize opportunity for Canadians, Pearson announced that his government intended to pay stricter attention to the separation of provincial and federal powers.

It is our intention to work steadily and hopefully toward a situation in which a scrupulous respect by each level of government for the rights and obligations of the other will be productive, not of friction or of division, but of co-operation and cohesion.²⁷

Justifying the termination of the TVTA Act, Pearson said that "no one would contemplate that the federal government should become permanently involved, either directly or indirectly, in any form of secondary education which is the constitutional responsibility of the provinces."²⁸

In order to ease the abruptness of the change in federal policy and overwhelm provincial opposition, the government offered to increase funding and time limits of agreements under the previous Act. It also increased grants to all post-secondary institutions.

(1) Each province would receive 75 per cent of \$480 per capita in the 15-19 year age group, based on the 1961 census, until March 31, 1973, and then 50 per cent on a further \$320 per capita with no time limits. This meant that capital funding would not cease abruptly, long-range plans would not be penalized, and provinces that delayed massive construction programs would not be punished.

(2) Grants to universities and post-secondary training institutions were combined. The provinces could choose 50 per cent of the total operating costs or \$15 per capita of the student population, whichever was higher. The figure would be adjusted as operating expenditures rose. This new plan gave the provinces more control over the funds received from the federal government. Funds could be used for operating or capital costs. They could be used for other than post-secondary functions. The funds were placed in the provincial general revenue, removing any suggestion of federal control.

(3) The new grant system showed an estimate rise of \$250 million in the federal contribution to the costs of post-secondary education.

(4) Students enrolled in Programs 2 to 8 as of April 1, 1967 would be carried with the aid of the federal government until these courses ended. Program 10 (Research) was incorporated in the new legislation, and Programs 1 to 9 were discontinued as of March 31, 1967.

(b) Terms and Regulations of the Act

Introducing the resolution into the House of Commons, Jean Marchand said:

This new program is an integral part of a national manpower policy whose basic purpose is to bring economic opportunity within the reach of Canadian workers...

We want to provide a second chance to the people who need it most. These are the men and women who missed the chance to acquire a skill during their youth or whose skill has been made obsolete by technological change.²⁹

Regulations

(1) The Department of Manpower and Immigration paid the full training cost for twelve months and the full living allowance for training for those accepted in courses designed to lead to employment. An applicant had to be one year over the school-leaving age in his province to have his course paid for and out of school for three years to receive the living allowances which ranged from \$35 to \$90 according to locality. Acceptable courses were those designed to create or improve skills in occupations in which there was a shortage. By paying the student directly the federal government could claim that it was not

... in any way contrary to the spirit, let alone to the law, of our constitution nor is it necessarily any threat to provincial policies with regard to education for it to make payments to Canadian citizens through scholarships or bursaries.³⁰

Furthermore:

Such payments to individuals for their personal advancement and improvement are, in our view, a part of the equalization of opportunity that is so central a feature of the federal purpose.³¹

(2) Courses were to be designed to train the worker as quickly as possible. They were to be no longer than one year in length. The Department stated that "there is no right in anyone to receive training."³²

(3) The major criteria in selection would come from manpower forecasts in order to bring training closer to the needs of the economy. Local offices of the National Employment Service became Canada Manpower Centres. These Centres were to be the link between the courses provided and jobs available and between the counselling and training of students.

(4) The policy of encouraging labour mobility to centres of higher employment begun in late 1965 and added to in April, 1966 was extended. Restrictions were removed on the qualifications of those eligible to receive funds of up to \$1,000 for transportation and settlement grants and \$500 to cover additional costs.

(5) The federal government retained the prime initiative in establishing courses through its decision to purchase courses from provincial institutions, to select and support students, and to provide rent and long-term loans for capital expenditures.

(6) To reassure the provinces that no sudden radical shifts in future federal policy would be undertaken, Marchand guaranteed that no

provincial program would be reduced by more than 10 per cent each year.

(7) A permanent committee of representatives of the Department of Manpower and Immigration and the Council of Ministers of Education was established to review training policy.

(c) Effects of the Act

It is now five years since the Adult Occupational Training Act was passed. The Act has no termination date written into it. Since all other programs evaluated in this paper have been terminated, it would be inconsistent to undertake a report on the effects of a program still in progress. It was, however, the intention of the federal government that the new Act provide a remedy for problems either created by the TVTA Act or ignored by it.

(d) The Political Issue

One of the factors which moved the Liberal government to allow the TVTA Act to expire was the lack of political payoff, measured in votes, despite the large expenditures on technical training. Orlikow reported that:

Local newspapers covering the opening of the new technical schools praised provincial and municipal efforts in their construction but avoided mention of the Federal Government. At least two provincial regimes were known to strike out the word 'Federal' in the memorial plaques placed near the entrances of the new edifices.³³

He also reported that:

A much more dramatic and continuing case existed in payments for training allowances under Program Five: the trainee received a cheque from the Provincial Government despite the contribution of over 90 cents on the dollar from the Federal treasury. Not only did the Federal Government fail to gain immediate reward from these beneficiaries, it also faced the danger of losing votes once the Government had to raise taxes to pay for expensive shared programs. An open-ended agreement furthermore placed no limitations upon rising provincial spending. Provincial expenditures - in some instances apparently unrestrained - undoubtedly

played a major factor in the Federal decision of October, 1966. Their continuing demands for further support in vocational training presented a growing pressure.³⁴

Prime Minister Pearson was aware of the political liabilities of the TVTA programs, especially Program 5. He said that "there seems to be little public awareness that, during the five complete fiscal years of the program to last March 31st, approximately \$400 million was provided in federal contributions to the capital costs of vocational high schools."³⁵

It would seem, however, that the federal government is still receiving much of the blame for the deficiencies of the present system. A headline on Page 1 of the Globe and Mail of May 12, 1971 charged: "Federal grant cuts force dismissals in Ontario colleges."³⁶ The report said that a decision of the federal government to reduce enrolments under the Manpower program by 15 per cent "has forced some staff dismissals in Ontario community colleges." In a less prominent position in the story was the following paragraph:

Of less apparent concern is the new provincial grant system which restricts government money to \$1,730 for each full-time post-secondary student enrolled for the new school year.

The report quoted Robert Welch, Minister of Education for Ontario, as blaming "the seasonal nature of employment patterns" and the reductions of enrolments by the federal government as the reason for the dismissals.

It would appear then that federal spending in this area may not be producing the political payoff that the Liberal government had hoped for.

(e) The Economy

One of the basic underlying assumptions of the Manpower Program was that, by training persons for available jobs, unemployment would be substantially reduced. Person said:

We believe that it (the Manpower Program) offers an effective way of discharging the federal government's responsibility for the manpower development, necessary to full employment and economic growth.³⁷

Unfortunately, the Canadian economy has not been able to absorb workers with or without skills during the last 15 months. As of January, 1972, the unemployment rate was 6.2 per cent of the labour force. It is becoming more and more apparent that merely training people does not

produce full employment or economic growth.

(f) Equality of Opportunity

When introducing the Manpower Program Pearson stated:

The provision of a basis 'economic equality' for the provinces, together with equality of educational and employment opportunity for all Canadians is... one of the most important and beneficial goals of our confederation.³⁸

Introducing the Bill into the House of Commons, Jean Marchand, Minister of Manpower and Immigration, said:

This new program is an integral part of a national manpower policy whose basic purpose is to bring economic opportunity within the reach of Canadian workers.³⁹

According to Poverty in Canada, the report produced by a special Senate committee under the chairmanship of Senator David Croll, the Manpower Programs "are just not available or accessible 'to the people who need it most' - the poor and the disadvantaged."⁴⁰

The report continued:

In operation, the Federal Manpower program is oriented toward providing a service to employers - that is, toward labour demand. Department priorities are directed at meeting the existing and forecast needs of the labour market and not at meeting the needs of the individual worker.⁴¹

The report recommended that:

The Government of Canada shift its emphasis from Manpower training in narrow labour-force terms to a broad policy aimed at developing and making the best use of the human resources of the nation... The departmental activities should be re-oriented from a service to employers to a service to individual citizens...⁴²

(g) Influence on Provincial Education Systems

Prime Minister Pearson told the Federal-Provincial Conference of October, 1966, that the new Act would be "a clear definition of the federal role that should, we believe, end the confusion of policy and action that has sometimes resulted from the federal government's financial involvement in the exclusively provincial field of education."⁴³ The confusion, however, has not ended. In the Globe and Mail story quoted above, the Minister of Education, Robert Welch, attempted to place the blame for the dismissals of teachers in Ontario colleges with the actions of the federal government.

One of the stated reasons for the termination of the TVTA Act was that it allowed the federal government to influence provincial systems unduly. Under the current system, the federal government pays tuition fees for students in provincial technical colleges. It is only natural that provinces will supply the courses that the federal government will purchase in order to maintain enrolments. It may be that these courses are teaching skills which are not required in the provinces or areas in which they are being taught.

3. Conclusion

The response of the federal government to the needs created by World War II was both decisive and effective. This was in marked opposition to its response to the Depression which was ineffectual. Programs which had been evolving during the latter part of the 30's took shape under the pressures of war. These programs were placed in a catch-all piece of legislation and had an effect on education for over 20 years. The federal government, under the direction of the Liberal Party which was in power for most of this period (1935-57), maintained a pragmatic approach to its educational programs. As the Vocational Training Co-ordination Act was general and unphilosophical in nature, the government had considerable freedom to sign and terminate agreements with the provinces as required. In the light of previous and future legislation, it should be noted that for the first time Ontario high schools produced skilled and semi-skilled workers for industries engaged in war production. Prior to that - and in later years - Ontario high schools were not engaged in teaching persons skills for specific industries, but rather with giving students a general education with emphasis on, for example, technical skills. It was expected that these students would be able to learn the skills of specific industries readily once they became employed.

This period also witnessed the growth of post-secondary education institutions. The three commissions discussed above all emphasized the need for post-secondary education. The federal government spent a large amount in this area, in response especially to the recommendations of the Massey Commission. It is difficult to determine whether or not this was at the expense of spending on secondary education.

References

- 1 Unless otherwise noted, the material in this chapter is taken from Lionel Orlikow, "Dominion-Provincial Partnership in Canadian Education," Unpublished Ph. D. thesis (University of Chicago, 1969).
- 2 Canada, House of Commons Debates, 1960-61, p. 231.
- 3 ibid., p. 232.
- 4 ibid.
- 5 ibid., p. 583.
- 6 Canada, Department of Labour, Annual Report, 1961-62, p. 75.
- 7 ibid., p. 77ff.
- 8 L. Orlikow, op. cit., p. 96.
- 9 David Stager and Howard Fluxgold, "The Evolution of Federal Government Involvement in the Financing of Post-Secondary Education in Canada: 1867-1966 " (mimeo), Toronto, Council of Ministers of Education, Canada, 1972, p. 212.
- 10 Canada, House of Commons Debates, 1963, p. 1875.
- 11 Air Canada, Personnel Department, "Air Canada's Paper for the Inter-provincial Conference in Education and Human Resources Development, Montreal, July 1966 " (mimeo.), paper no. 2, p. 41, cited in Orlikow, op. cit., p. 105.
- 12 ibid.
- 13 Ontario, Debates and Proceedings, 1961, p. 1310.
- 14 ibid., 1962, p. 2185.
- 15 ibid., p. 2591.
- 16 Orlikow, op. cit., p. 150.

- 17 ibid., p. 151.
- 18 ibid., p. 152.
- 19 ibid., p. 143.
- 20 ibid., p. 145.
- 21 ibid., p. 146.
- 22 Proceedings of the Federal-Provincial Conference, Ottawa, October 24-28, 1966 (Ottawa, 1968), p. 8.
- 23 ibid.
- 24 ibid.
- 25 ibid., p. 18.
- 26 ibid., p. 14.
- 27 ibid., p. 19.
- 28 ibid., p. 9.
- 29 Canada, House of Commons Debates, 1967, p. 13737.
- 30 Proceedings..., op.cit., p. 8.
- 31 ibid., p. 20.
- 32 Orlikow, op.cit., p. 166.
- 33 ibid., p. 180.

- 34 ibid.
- 35 Proceedings..., op.cit., p. 9.
- 36 Globe and Mail, May 12, 1971, p. 1.
- 37 Proceedings..., op.cit., p. 18.
- 38 ibid.
- 39 Canada, House of Commons Debates, 1967, p. 13737.
- 40 Report of the Special Senate Committee, Poverty in Canada (Ottawa, 1971), p. 150.
- 41 ibid., p. 149.
- 42 ibid., p. 154.
- 43 Proceedings..., op.cit., p. 18.

IV CONCLUSIONS

Federal programs in education during this century have been designed to equalize educational and economic opportunity throughout the country. In many cases, they were introduced in responses to considerable public pressure for facilities which most of the provinces were unable or unwilling to supply. Federal programs for the most part were carried out at the secondary school level or higher, usually for the purpose of creating skilled workers for specific sectors of the economy. It may have been that constitutional considerations were originally responsible for federal legislation which provided for the teaching of skills rather than academic subjects. Section 93 of the British North America Act was always a very real consideration to the federal government. By considering such legislation on the basis of economic need rather than purely educational need, the federal government could side-step the constitutional issue. This was made easier by the willingness of the provinces to accept federal funds. The methods by which these funds were distributed, as well as the purposes to which they were put, often altered the original intent of the federal legislation. The Technical Education Act of 1919, for example, basically allotted funds according to the population of the province: federal funds were to match provincial expenditure up to a certain limit; funds had to be spent annually, as only 25 per cent of unexpended balances could be carried forward. These regulations had the effect of giving the wealthier, more populous provinces a disproportionately large share of the funds available, thus doing little to equalize opportunity either economically or educationally. Those provinces which did not already have in operation a program of technical education were penalized by not being able to draw their annual grant. The Act encouraged the provinces to establish a program quickly or lose federal funds. In effect, what this did was to encourage the establishment of programs of a poor quality or programs which did not meet the regulations of the Act. Moreover, many provinces (notably the poorer ones) were wary of investing in such programs for fear that federal funding would be terminated and they would be forced to accept the whole burden.

Perhaps, however, the overriding reason for the lack of general success of the federal programs was the jurisdictional or constitutional difficulty. Federal legislation was enacted to provide a uniform set of rules and regulations across the country; however, some provinces could not or would not adhere to the rules. In many cases, it was the poorer provinces (such as Prince Edward Island), the provinces who stood to gain the most from federal funds, who were forced to twist or change the regulations and thus the intent of the federal program. It seems that the

federal government was almost powerless to control either the expenditure of funds or the content or quality of the courses provided by the provinces effectively. Federal administrators could do little but persuade provincial departments to improve their performances because education was under the jurisdiction of the provinces. The indications are that the federal government could not significantly influence the nature of the courses offered or their quality. Moreover, because of the diversity of interests across the country, some federal programs were irrelevant to some areas. In short, federal programs seem to have been successful from a quantitative viewpoint (i.e. number of buildings constructed, number of enrolments) but did not encourage, and in some way discouraged, a high standard of instruction.

In view of this, it is unfortunate that the teachers' voice was rarely heard and taken into account. The Canadian Teachers' Federation did make strong representation to the Rowell-Sirois Commission, but their opinions were rejected. Unfortunately, there was no submission to the Massey Commission whose report marked a major shift in federal spending away from secondary schools in favour of universities and post-secondary education. The CTF did make a submission to the Gordon Commission, but the latter continued a growing trend towards massive support for post-secondary education.

Discussing the passage of the Technical and Vocational Training Assistance Act, Orlikow said:

Teachers' organizations on the whole were mute. The Ontario Secondary School Teachers' Federation initially expressed interest in seeking general aid for education rather than a conditional grant, but this overt opposition soon died out.¹

The TVTA Act was passed and terminated with, it appears, little effective involvement of the teaching profession. Moreover, with its termination, the federal government adopted a policy of giving virtually no aid to secondary school education. Very little, if any, financial assistance has ever been given to primary school education.

One of the stated purposes of most federal legislation was the "encouragement" of provincial activity in certain areas of education. Ontario seems to have been well ahead of the federal government in initiating programs. Indeed, the federal government relied on Ontario education officials early in the century, with the result that Ontario's programs meshed well with the programs established by the federal government. Later, Ontario seemed to anticipate the TVTA Act. As a result, throughout this century Ontario has been able to take the fullest advantage of federal funds. Statistics demonstrate that Ontario has always had a very large proportion of the total federal grant. Ontario appears to have been more equal than the other provinces.

References

- ¹ Unless otherwise noted, the material in this chapter is taken from Lionel Orlikow, "Dominion-Provincial Partnership in Canadian Education," Unpublished Ph. D. thesis (University of Chicago, 1969).

EPILOGUE

A brief survey of current activity in education by the federal government indicates that there has not been an detailed examination of past programs. Despite Prime Minister Pierre Trudeau's philosophical statements on division of power, which will be examined below, the federal government is deeply involved, or planning to become deeply involved, in the provincial school systems.

It would appear that the government is attempting to assume a very "low profile" (to use the corporate jargon) in matters which might be construed as encroaching on the provincial prerogative of education. As a result, there has been little public or parliamentary debate on the role of the federal government in education. In 1966, the federal government established an office of education when it passed a bill to re-organize its departmental structure.¹ The office was assigned to the Secretary of State's department. In response to a letter of November 1, 1966, from Mr. C. V. Madder, President of the Canadian Home and School and Parent-Teacher Federation, Prime Minister Lester Pearson outlined the rationale for the office and what he thought would be its present and future functions.

You may... know that the Bladen Report on the Financing of Higher Education recommended that the federal government assign the responsibility for the co-ordination of all federal financial assistance for higher education to a minister in the federal government. This recommendation was accepted, and responsibility for this area has now been assigned to the Secretary of State. As a result, a new branch has recently been established in the Secretary of State's department. The initial task of this branch is to bring together within the federal government the views of the departments and agencies which are concerned with financial aid for higher education. It is possible that in due course the concern of this branch may extend to all those areas of education to which the federal government gives financial support. I would also hope that the establishment of such a branch may be of general assistance to the federal government as a means of providing that government with comprehensive knowledge about educational developments throughout Canada, and become an instrument by which that government will

ensure that it can play the full role permitted to it by our constitution in contributing to the strength of Canadian education.²

In June, 1960, Miss Judy LaMarsh, Secretary of State, appeared as a witness before the Standing Committee on Broadcasting, Films, and Assistance to the Arts of the House of Commons, where the estimates of her department were under study. In response to questioning from Robert Stanbury, Miss LaMarsh revealed that the office had begun to operate and that she foresaw the following as its functions:

Mr. Stanbury... I am wondering when it is expected that this office (of education) will actually be in operation...
Miss LaMarsh: In a sense, in the last few months it has been in operation. The Under Secretary has been chairing an inter-departmental committee, and has been responsible for dealing with provincial governments and universities or teaching associations and what-not, so that the work is really under way under Mr. Steele. Because of his other responsibilities, of course, he is not going to be able to give full time to it as it grows and burgeons, and for that reason the co-ordinator who reports through him and the department itself will be coming in...

Mr. Stanbury: Is the Under Secretary now doing the kind of co-ordination you spoke of among the different departments in the field of education?

Miss LaMarsh: Yes. Up until now it has been largely the process of being an information centre and drawing together all these kinds of things.

Mr. Stanbury: The idea is that the co-ordinator will be a person particularly cognizant of educational problems and will have the responsibility of co-ordinating the educational functions not only which come under the direct authority of the Secretary of State, but those from other departments of government as well.

Miss LaMarsh: Yes, Mr. Chairman.³

The only question regarding the constitutional implications of the government's action was raised by Committee member Pierre Elliot Trudeau. Miss LaMarsh responded in part:

The word "education" does not appear anywhere (in the government bill) because of the obvious instinctive response of the provinces that it would be an encroachment on their constitutional field.⁴

A federal office, similar to the Education Support Branch of the Secretary of State's department, has often been suggested in order to centralize federal support for education, perhaps making it more easily accessible and recognizable. The federal government has never accepted such a proposal, likely because it would represent a highly visible, frontal attack on the constitutional prerogative of the provinces. It has preferred instead to retain a "low profile" in the form of the ill-defined Education Support Branch. Even this seems to be a contradiction of Prime Minister Trudeau's philosophical views on the separation of powers.

...no government has the right to interfere with the administration of other governments in those areas not within its own jurisdiction... a provincial government with sufficient tax resources is answerable only to its electorate, never to the federal government, for the regulation and financing of education, and this would be true no matter how ruinous its policies.

...It inevitably follows that the total resources available to the Canadian Treasury must be divided among the federal and provincial government in such a way as to allow each government to look after its share of the common good as it sees fit.

Trudeau concluded:

The federal government must therefore contrive to change its fiscal practices so that provinces and municipalities have at their disposal sufficient tax revenue to allow them to fulfil their obligations.⁵

Nevertheless, the federal government continues its practice of becoming directly involved in the provincial school systems. Moreover, the government is proceeding by means of agreement with the provinces, thus avoiding public discussion and debate in Parliament on the principle of federal support for education. Under the Local Initiatives Program (LIP), conducted by the Department of Manpower and Immigration, several provincial school boards have received grants to hire para-professionals. LIP offers \$100 million "to generate projects providing income and satisfaction for those employed, and ensuring community betterment where projects are carried out. Half is earmarked for use by municipalities, half for private groups."⁶ In Nova Scotia, at least two school boards have already received funds to hire teacher aides. The Board of School Commissioners of Amherst received \$35,681 to hire 20 teacher aides, and the Halifax County Board received \$68,925 to hire 34.⁷ According to the Nova Scotia Teachers' Union (NSTU), para-professionals are clerical assistants, library aides, laboratory assistants, and "others who

can take over school roles which now place increased demand upon professional teachers." ⁸

President Boyd Barteaux of the NSTU said:

We... see these federal funds as the answer to several current problems. Through hiring of para-professionals we can actually help classroom teachers with some of the many roles they now carry out in addition to actual classroom teaching. We will therefore be using federal funds to increase education efficiency without having additional costs placed on provincial taxpayers and we will also be assisting some of our unemployed by having them not only acquire jobs, but useful, satisfying positions in our schools. ⁹

The West Vancouver school district has received a similar grant from the federal government to hire teacher aides. This school district was given \$35,000 to hire 13 full-time teacher aides for elementary schools. This will enable 13 regular classroom teachers to visit other schools in the district in order to explain the latest curricular changes to teachers. ¹⁰ Without doubt, other school boards have applied for and received grants. While there seems to be a great willingness to accept the grants, there appears to be little consideration given to the disruptive effect of the termination or failure to renew them.

In another area, the federal government announced plans on March 28, 1972, to subsidize the construction of a teacher-training institution in Manitoba for French speaking minorities. The agreement with the provincial government is the outcome of discussions between the federal and provincial governments which began on November 6, 1969. On that date, Gérard Peletier, Secretary of State, told Parliament that he had just come from a meeting with the provincial Ministers in the Ministerial Committee on Official Languages of the Constitutional Conference. He told Parliament that he had announced to the provinces

the federal government's proposals for financial co-operation in respect of bilingualism programs based on the principles set forth in Book II of the Report of the Royal Commission on Bilingualism and Biculturalism. ¹¹

Pelletier said that the 12 recommendations contained in Book II of the Royal Commission on Bilingualism and Biculturalism were "addressed... specifically to the federal government." ¹² Pelletier made a passing reference to the constitutional issue but felt that the problem was national one.

We fully recognize that much of the substance of the

recommendations of Book II of the Royal Commission Report falls more in the provincial field of responsibility than that of the federal government. At the same time, we consider that there is a national dimension to the problem.

Action in this field of course calls for provincial participation as well, because proposal relating to programs and institutions in the field of education are in the provincial domain.

Accordingly, in order to achieve any substantial progress in this field, provincial initiative will be required as well as a federal willingness to participate. ¹³

Pelletier also dealt with the question of financing the program.

The question of financing is of course of the first importance. Given the financial restraints which are operative today, no government can think in terms of providing unlimited resources or establishing open-ended programs even in fields of the highest priority. We have therefore felt it necessary to inform the provinces that it will be necessary to place at least rough limits on the amount which the federal government can contribute to this program. ¹⁴

There was very little debate on the announcement. One speaker cautioned the government not to interfere with the provincial jurisdiction over education. Another expressed mild displeasure with the government's failure to seek parliamentary approval for expenditures on the program. All parties commented favourably on the government's action.

In the period between the announcement of the program and the agreement with the province of Manitoba, the federal government undertook negotiations with the four western provinces. According to Mr. R. Skuce of the Language Administration Branch of the Department of the Secretary of State, the first stage of negotiations was to ask the four western provinces to agree on a location for a teacher-training institution and present a joint proposal to the federal government. The provinces, however, could not come to an agreement. British Columbia, moreover, decided not to join the program as its requirements for French-language teachers were minimal and these were already being taken care of according to Mr. M. Heroux, Director of the Language Administration Branch. To break the impasse, the Raynauld Commission was appointed by the federal government at the request of the provinces. The federal government submitted names to the three provinces concerned, and they chose André Raynauld (Chairman), Paul Wyczinski, and Blair Neatby, all former members of the Royal Commission on Bilingualism and Biculturalism.

According to Skuce, the Commission recommended St. Boniface and Edmonton as possible sites. According to Heroux, the new provincial government of Alberta is interested in the program but, because of the recent change in government, negotiations are at a standstill.

The agreement with Manitoba calls for the federal government to assume 75 per cent of the total capital costs and 25 per cent of the operating costs for 1972-73 and 1973-74. A further grant of \$25,000 was given for the purchase of French-language books. Admission standards will be the same for students from Manitoba and Saskatchewan, as both provinces are expected to share the facilities. There has been no agreement to date between Saskatchewan and Manitoba to share Manitoba's portion of the operating and capital costs. The new institution will begin classes in September, 1972, in St. Boniface College, while new facilities are constructed.

It is interesting to take note of the similarity between this proposal and the proposal for the construction of teacher training institutions in 1920 (see page 41). In 1920, the representatives of the federal government encouraged the provincial representatives to request financial support for a centralized teacher training institution. At that time, the provincial resolution was not acted upon by the federal government. The problems which the new program faces are similar to those in 1920, namely: the sharing of costs, a decision on location, curriculum and admissions policies. There also appears to be little consideration given to the possibility that, after 1974, the province of Manitoba may have to assume full financial responsibility for the institution.

The federal government, therefore, seems to be supporting education by methods which have proven to be less than successful in the past. This points up the need for more information on, and more co-ordination of, federal programs at both the federal and provincial levels. A central organization which would distribute information throughout Canada would very likely help to eliminate duplication by the provinces as well as creating a common ground for co-operation between individual provinces. Such an organization could act as a watchdog on the federal government so that all of Canada could be made aware of all federal support programs. Such an organization would, of necessity, be independent of the federal government and consist of representatives of all levels of education.

* * * * *

Indications are that many federal educational programs encounter and have encountered serious difficulties which have yet to be solved. The divided authority (for practical purposes authority is divided) in this area has produced considerable confusion, while a lack of detailed evaluation of programs has inhibited the development of adequate solutions to the

problem. Before future programs are put into effect, it is necessary to undertake a thorough study of what has happened in the past. It is hoped that this work will be of some value in that study.

References

- ¹ Robert Stanbury, "The Federal Role in Education," Queen's Quarterly, Vol. 74, No. 3, 1967, p. 372. Text of an address to the Education Finance Conference of the Canadian Teachers' Federation, Winnipeg, February 9, 1967.
- ² ibid., p. 376.
- ³ ibid.
- ⁴ ibid., p. 375.
- ⁵ P. -E. Trudeau, "Federal Grants to Universities," Federalism and the French Canadians (Toronto, 1968), p. 80. (Author's emphasis.) This article first appeared in Cité Libre in 1957.
- ⁶ Canada, Department of Manpower and Immigration, "Canada Works" (Ottawa, n. d.).
- ⁷ Nova Scotia Teachers' Union, Newsletter, January 1972.
- ⁸ Nova Scotia Teachers' Union, The Teacher, December 16, 1971.
- ⁹ ibid.
- ¹⁰ Vancouver Sun, January 8, 1972.
- ¹¹ Canada, House of Commons Debates, 1969, p. 577.
- ¹² ibid., p. 578.
- ¹³ ibid.
- ¹⁴ ibid.

BIBLIOGRAPHY

- Canada, Department of Agriculture. A Review of the Work Performed by the Provinces with the Moneys Granted under the Agricultural Instruction Act During the Four Year Period 1913-1917. Ottawa: King's Printer, 1917.
- , Department of Labour. Annual Report, 1910-1967.
- , Department of Labour. Vocational Education Bulletin. Nos. 1-30.
- , Department of Manpower and Immigration. "Canada Works." Ottawa: n.d. (pamphlet).
- , Department of the Secretary of State. News Release, "Federal Grant in Support of the Creation of A Teacher-Training Institution in Manitoba." (mimeo.) Ottawa: March 28, 1972.
- , Department of Veterans' Affairs. Veterans' Rehabilitation Act, Consolidation. Ottawa: Queen's Printer, 1959.
- , House of Commons Debates. 1900-1967.
- , Proceedings of the Federal-Provincial Conference, Ottawa, October 24-28, 1966. Ottawa: 1968.
- , Report of the Royal Commission on Dominion-Provincial Relations. Ottawa: King's Printer, 1940.
- , Report of the Royal Commission on Industrial Training and Technical Education, Parts I and II. Ottawa: King's Printer, 1913.
- , Report of the Royal Commission on National Development in the Arts, Letters and Sciences. Ottawa: King's Printer, 1951.
- Canadian Teachers' Federation. "A Brief Presented...to the Conference with the Provinces to Consider Recommendations of the Royal Commission on Dominion-Provincial Relations." (mimeo) Ottawa: January, 1941.

- . "Brief to the Royal Commission on Canada's Economic Prospects." Ottawa: February 16, 1956.
- Dandeno, J. B. "Federal Assistance to Agricultural Instruction in Ontario Schools, A Review of Developments since Dominion Aid was First Given," The Agricultural Gazette of Canada, Vol. X, No. 1, Jan. - Feb., 1923.
- Gettys, C. L. The Administration of Canadian Conditional Grants. Chicago: Public Administration Service, 1938.
- Glendenning, D. E. M. Impact of Federal Financial Support on Vocational Education in Canada. Unpublished Ph.D. thesis, Indiana University, 1964.
- . A Review of Federal Legislation Relating to Technical and Vocational Educational Education. Ottawa: Department of Manpower and Immigration, 1968.
- Globe and Mail. "Federal grant cuts force dismissals in Ontario Colleges." May 12, 1971.
- Heroux, M., Director, Language Administration Branch, Department of the Secretary of State. Personal communication, March 28, 1972.
- Marshall, D. "A Report on the Operation of the Agricultural Instruction Act." Unpublished House of Commons Sessional Paper No. 86A, 1923.
- Maxwell, J. A. Federal Subsidies to the Provincial Governments in Canada. Cambridge: Harvard University Press, 1937.
- Miller, J. C. National Government and Education in Federated Democracies: Dominion of Canada. Philadelphia: The Author, 1940.
- Nova Scotia Teachers' Union. Newsletter. January, 1972.
- . The Teacher. December 16, 1971.
- Ollivier, M. (compiler). British North America Acts and Selected Statutes 1867-1962. Ottawa: Queen's Printer, n.d.
- Ontario. Debates and Proceedings. 1960-67.
- . Report of the Minister of Education, 1900-1967.

- Orlikow, L. Dominion-Provincial Partnerships in Canadian Education, 1960-67. Unpublished Ph. D. thesis, University of Chicago, 1969.
- Phillips, C. E. The Development of Education in Canada. Toronto: W. J. Gage and Company Limited, 1957.
- Powell, A. J. H., Director of Publicity, Canadian Teachers' Federation. Letter to the Dominion-Provincial Conference. January 7, 1941.
- Report of the Special Senate Committee. Poverty in Canada. Ottawa: Information Canada, 1971.
- Revised Statutes of Canada 1927. Ottawa: King's Printer, 1927.
- Revised Statutes of Canada 1952. Ottawa: King's Printer, 1952.
- Seath, J. Education for Industrial Purposes. Toronto: Ontario Department of Education, 1911.
- Sexton, F. H. "Technical Education in Canada." The Yearbook of Education 1939.
- Suce, R., Language Administration Branch, Department of the Secretary of State. Personal communication (a report from G. Channon, Canadian Teachers' Federation, of a conversation with R. Suce, March 16, 1972.)
- Stager, D., and Fluxgold, H. "The Evolution of Federal Government Involvement in the Financing of Post-Secondary Education in Canada: 1867-1966." (mimeo.) Toronto: Canada Council of Ministers of Education, 1972.
- Stamp, R. M. The Campaign for Technical Education in Ontario, 1867-1914, Unpublished Ph. D. thesis, University of Western Ontario, 1970.
- _____. "Technical Education, The National Policy, and Federal-Provincial Relations in Canadian Education, 1899-1919." Canadian Historical Review. Vol. 52, No. 4. December, 1971.
- Stanbury, Robert. "The Federal Role in Education," Queen's Quarterly, Vol. 74, No. 3, 1967, p. 372. Text of an address to the Education Finance Conference of the Canadian Teachers' Federation, Winnipeg, February 9, 1967.
- Statutes of Canada, 1960-61, 1963, 1966-67.

Trudeau, P.-E. "Federal Grants to Universities," Federalism and the French Canadians. Toronto: Macmillan and Company, 1968.

Vancouver Sun. "West Van Will Get 13 Teacher Aides." January 8, 1972.

APPENDIX
FEDERAL LEGISLATION



2 GEORGE V.

CHAP. 3.

An Act for the aid and encouragement of Agriculture.

[Assented to 1st April, 1912.]

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. This Act may be cited as *The Agricultural Aid Act*. Short title.
2. The Governor in Council may, in any year, and upon such terms and subject to such conditions as are prescribed by order in council, grant to any province, for the encouragement of agriculture, a subsidy not exceeding such sum as may in such year be voted by Parliament for that purpose. Annual grant to encourage agriculture.
3. The Minister of Agriculture, with the authority of the Governor in Council, may enter into an agreement with the Government of any province setting forth the terms upon which such subsidy is granted, and prescribing the conditions under which and the purposes for which it shall be expended. Agreement with province.

OTTAWA: Printed by CHARLES HENRY PARMELEE, Law Printer to the King's most Excellent Majesty.



3-4 GEORGE V.

CHAP. 5.

An Act for the granting of aid for the advancement
of Agricultural Instruction in the Provinces.

[Assented to 6th June, 1913.]

WHEREAS it is desirable that encouragement be given Preamble
to agriculture in all the provinces of Canada, and
whereas great and permanent benefit will result through
education, instruction and demonstration carried on along
lines well devised and of a continuous nature: Therefore
His Majesty, by and with the advice and consent of the
Senate and House of Commons of Canada, enacts as
follows:—

1. This Act may be cited as *The Agricultural Instruction* Short title.
Act.

2. In this Act, and in any regulations made hereunder,— Definitions.
“Minister” means the Minister of Agriculture; “Minister.”
“province” or “provinces” shall not extend to or include “Province.”
the Northwest territories or the Yukon territory.

3. For the purpose of aiding and advancing the farming Amounts
industry by instruction in agriculture, and for the purposes payable for
authorized by this Act, the following sums, aggregating ten instruction in
million dollars, shall be appropriated and paid out of the agriculture.
Consolidated Revenue Fund of Canada during each fiscal
year for the period of ten years beginning with the year
ending the thirty-first day of March, one thousand nine
hundred and fourteen, namely:—

During the fiscal year ending the thirty-first day of March,
one thousand nine hundred and fourteen, the sum of seven
hundred thousand dollars;

135

During

During the fiscal year ending the thirty-first day of March, one thousand nine hundred and fifteen, the sum of eight hundred thousand dollars;

During the fiscal year ending the thirty-first day of March, one thousand nine hundred and sixteen, the sum of nine hundred thousand dollars;

During the fiscal year ending the thirty-first day of March, one thousand nine hundred and seventeen, the sum of one million dollars;

During the fiscal year ending the thirty-first day of March, one thousand nine hundred and eighteen, the sum of one million one hundred thousand dollars;

Proviso.

and the like sum of one million one hundred thousand dollars during each of the succeeding fiscal years until the expiration of the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty three; provided that any portion of any of the above sums which may remain unearned or unpaid at the expiration of any of the said fiscal years previous to the last shall be carried forward and remain available according to its apportionment for the purposes of this Act during any one or more of the succeeding years.

Apportionment of money. Veterinary colleges.

4. The moneys appropriated for each year shall be apportioned and paid as follows:—

(a) An amount not exceeding twenty thousand dollars shall be paid in each year to assist in the work of veterinary colleges established in the provinces, the said annual amount to be distributed among the colleges qualified and legally authorized to grant degrees in veterinary science in proportion to the number of students enrolled at the said colleges respectively for the previous year and in accordance with such regulations and conditions as may be prescribed by the Minister;

Annual sum to Provincial Governments.
Remainder to Provincial Governments.

(b) The sum of twenty thousand dollars shall be paid in each year to the Government of each province;

(c) The remainder of the appropriation for each year shall be allotted and paid to the Governments of the respective provinces in proportion to the populations of the said provinces respectively as determined by the latest decennial census.

Conditions of payment.

5. The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the Minister and the Government of the province as to the terms, conditions and purposes, within the meaning of this Act, upon and for which the payments are to be made and applied, and such agreement shall be subject to the approval of the Governor in Council.

1913.

Agricultural Instruction.

Chap. 5.

3

6. The Minister may appoint such officers as are required for carrying out the provisions of this Act, and for such inspection, examination and report as are necessary to insure the expenditure of the moneys paid in accordance with the intention of this Act and the agreements and regulations made under the authority of this Act; and the salaries and expenses of such officers shall be paid out of the moneys appropriated by Parliament for the purpose.

Officers and salaries.

7. The Governor in Council may make such regulations as are deemed advisable for giving effect to the objects and purposes of this Act, and, notwithstanding anything in this Act, the Minister, with the approval of the Governor in Council and with the consent of the Lieutenant Governor in Council of any province and upon such terms and conditions as are prescribed by the Governor in Council, may expend in any such province in any year the whole or any part of the grant provided for such province under this Act for the purposes set forth in the preamble of this Act.

Regulations.

Yearly expenditure.

8. The Minister shall annually lay before Parliament, during the first ten days of the session, a report of all proceedings under this Act for the last preceding fiscal year, which report shall contain a full and accurate statement of the moneys expended, the purposes to which they have been applied and the work done by the several provinces in the earning of the subsidies paid or authorized to be paid.

Annual report to Parliament.

9. *The Agricultural Aid Act*, chapter 3 of the statutes of 1912, is repealed.

1912, c. 3 repealed.

OTTAWA: Printed by CHARLES HENRY PARMELEE, Law Printer
to the King's most Excellent Majesty.



9-10 GEORGE V.

CHAP. 73.

An Act for the promotion of Technical Education in Canada.

[Assented to 7th July, 1919.]

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. This Act may be cited as *The Technical Education Act*. Short title.

2. In this Act the expression,—

- (a) "Minister" means the Minister of Labour; Definitions.
- (b) "Province" means and includes each of the provinces of Canada, but not the Northwest Territories or the Yukon Territory;
- (c) "Technical Education" means and includes any form of vocational, technical or industrial education or instruction, approved by agreement between the Minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein.

3. This Act shall not apply to any province until the Government thereof has by order in council signified its desire to take advantage thereof. Not to apply to any province which has not approved of Act.

4. (1) For the purpose of promoting and assisting technical education in Canada, the following sums, aggregating ten million dollars, shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year for the period of ten years beginning with the year ending the thirty-first day of March, one thousand nine hundred and twenty, namely,—

- (a) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty, the sum of seven hundred thousand dollars;

(b) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-one, the sum of eight hundred thousand dollars;

(c) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-two, the sum of nine hundred thousand dollars;

(d) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-three, the sum of one million dollars;

(e) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-four, the sum of one million one hundred thousand dollars; and the like sum of one million one hundred thousand dollars during each of the succeeding fiscal years until the expiration of the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-nine.

Grants of \$10,000 each year, and balance payable quarterly in proportion to population of provinces.

(2) Such sums, subject to the conditions of this Act, shall be allotted and shall be paid quarterly as grants to the Governments of the several provinces as follows:—

(a) The sum of ten thousand dollars shall be paid in each year to the Government of each province;

(b) The remainder of the appropriation for each year shall be allotted and paid to the Governments of the respective provinces in proportion to the population of the said provinces respectively as determined by the last federal decennial census.

Grant not to exceed amount spent by province.

5. (1) The grant payable to any province in any year shall not exceed the amount provided for each province by the next preceding section, nor shall it exceed an amount equivalent to that which the Provincial Government shall expend on technical education within such year.

Expenditure by province for land, buildings and equipment of institution established before April, 1919, not to be taken into account.

(2) In determining the grant payable to any province annually, no account shall be taken of any liability or expenditure incurred by the province for the acquiring of land, the erection or improvement of any buildings, or the supplying of furnishings or equipment for any technical education institution established in the province prior to the first day of April, one thousand nine hundred and nineteen.

Terms upon which payments will be made.

6. The payment of the grants hereinbefore authorized shall be made subject to the following terms and conditions:—

(a) All payments shall be applied and used for technical education in the manner agreed upon by the Minister and the Government of each province; every such agreement shall be approved by the Governor in Council;

(b) No portion of any grant shall be used in whole or in part in meeting any liability or expenditure of any kind whatsoever incurred in any province prior to the first day of July, one thousand nine hundred and

- nineteen, for lands, buildings, furnishings or equipment secured or provided for technical education purposes;
- (c) Not more than twenty-five per centum of the annual grant payable to any province shall be applied for acquiring land, erecting, extending or improving buildings or supplying furnishings and equipment;
- (d) There shall be forwarded to the Minister annually, by each province taking advantage of the provisions of this Act, a report setting forth the work done in such province in promoting technical education, containing such details and information as may be prescribed by the Minister;
- (e) Every province receiving a grant shall furnish the Minister with such evidence as he may require, to show that the grants paid hereunder are expended for technical education as provided by this Act.

7. Such officers and employees as may be required for carrying out the provisions of this Act, shall be appointed under the provisions of *The Civil Service Act, 1918*.

Appointment
of staff.

8. Any portion of any appropriation authorized under this Act which may remain unexpended at the expiration of any of the said fiscal years, shall be carried forward and remain available according to its apportionment for the purposes of this Act during any one or more of the succeeding years; provided that not more than twenty-five per centum of any annual appropriation shall be so carried forward and remain available without the approval of the Minister.

Balances
unexpended
to be carried
forward
but not more
than 25%
of grant
without
consent of
Minister.

9. The Minister shall make an annual report on or before the thirty-first day of March on the work done, under the provisions of this Act, containing such information and particulars as the Governor in Council may prescribe, and shall include in such report the reports made by the several provinces on the work done in each province for the promotion of technical education and the expenditure connected therewith, and such report shall be submitted to both Houses of Parliament by the Minister within fifteen days after the presentation of the report, if Parliament is then sitting, and, if not, then within fifteen days after the opening of the next session of Parliament.

Annual
report.

Laid before
Parliament.

21-22 GEORGE V.

CHAP. 59.

An Act for the Promotion of Vocational Education in
Canada.

[Assented to 3rd August, 1931.]

HIS Majesty, by and with the advice and consent of the
Senate and House of Commons of Canada, enacts as
follows:

1. This Act may be cited as *The Vocational Education Act, 1931.* Short title.

2. In this Act the expression "Minister" means the "Minister." Minister of Labour.

3. A sum is hereby appropriated from the Consolidated Revenue Fund of Canada of seven hundred and fifty thousand dollars per annum, for a period of fifteen years, from which payments may be made annually to the government of any province for the purpose of promoting and assisting vocational education. Amount appropriated.

4. (1) The payments to be made to any province shall be conditional upon an agreement being entered into between the Minister and the government of the province as to the terms, conditions and purposes on and for which the payments are to be made and applied, and such agreements shall be subject in all cases to the approval of the Governor in Council. Agreement with province.

(2) The total payments made to the government of any province in any one year shall not exceed a proportion of the yearly appropriation mentioned in section three of this Act, corresponding to the proportion which the population of the province bears to the population of Canada, as determined by the latest federal decennial census. Payments in proportion to population.

5. The Governor in Council may, on the recommendation of the Minister, make regulations with respect to the following matters:— Regulations.

(a) The definition of the expression "vocational education" in this Act;

- (b) The particular types and grades of vocational education to which assistance may be granted;
- (c) The procedure to be followed in the administration of this Act;
- (d) The extent to which assistance may be made available towards the continuance of existing vocational education work;
- (e) The extent to which assistance may be made available for lands, buildings, equipment and furnishings;
- (f) The extent to which any portion of the annual appropriation under this Act remaining unexpended at the expiration of any fiscal year may be carried forward and remain available thereafter for the purposes of this Act;
- (g) The auditing of vocational education accounts; and
- (h) Any other matter as may be deemed expedient or necessary for the purpose of carrying out the provisions of this Act.

Officers and
employees.

6. Such officers and employees as may be required for carrying out the provisions of this Act shall be appointed in the manner authorized by law.

Annual
report.

7. The Minister shall make an annual report on or before the thirty-first day of March on the work done under the provisions of this Act, containing such information and particulars as the Governor in Council may prescribe, and such report shall be submitted to both Houses of Parliament by the Minister within fifteen days of the presentation of the report, if Parliament be then sitting, and if not, then within fifteen days after the opening of the next session of Parliament.

Laid before
Parliament.

OTTAWA: Printed by FREDERICK ALBERT AGLAND, Law Printer to the
King's Most Excellent Majesty.

1 GEORGE VI.

CHAP. 44.

An Act to assist in the alleviation of Unemployment and
Agricultural Distress.

[Assented to 10th April, 1937.]

WHEREAS it is in the national interest that Canada Preamble.
should co-operate with its provinces and with certain
organizations and individuals in their endeavours to expand
employment in primary and secondary production, to
conserve and develop natural resources, to assist in the
establishment and re-establishment of unemployed persons
and to construct and assist in the construction of public
works, for the purposes, amongst other things, of further
accelerating the expansion of trade, industry and gainful
occupation and thereby lessening the present governmental
burdens consequent upon unemployment and agricultural
distress; Therefore His Majesty, by and with the advice
and consent of the Senate and House of Commons of
Canada, enacts as follows:—

1. This Act may be cited as *The Unemployment and* Short title.
Agricultural Assistance Act, 1937.

2. This Act shall be administered by the Minister of Adminis-
Labour and whenever used in this Act, the word "Minister" tration.
shall mean the Minister of Labour. "Minister."

3. (1) The Governor in Council may out of moneys Works and
appropriated by Parliament authorize the execution of such undertakings.
works and undertakings as the Governor in Council may
determine to be in the general interest of Canada and
requisite for the purposes of this Act, and for such purposes
may authorize the performance of such acts and the execu-
tion of such agreements and contracts as he may deem
necessary and expedient.

(2) In the execution of any such work or undertaking Employment
provision shall be made, so far as it may be in the opinion of persons
of the Governor in Council practicable and consistent with on relief.

2 Chap. 44. *Unemp. and Agricultural Assist.* 1 GEO. VI.

reasonable efficiency and economy to do so, for the employment of persons who being available and competent are necessarily and properly in receipt of relief and registered with the Employment Service of Canada for employment in the province in which such work or undertaking is to be performed.

Contracts to be approved.

(3) Where any such work or undertaking to which the Dominion Government is contributing is under provincial jurisdiction, all contracts entered into with respect thereto shall be approved by the Minister and the work thereunder supervised by an officer in the service of the Dominion Government.

Minister may take action.

(4) The Minister may take such action as he may deem necessary and proper to ensure compliance with the provisions of subsections two and three of this section.

Agreements with provinces.

4. The Governor in Council may enter into agreements with any of the provinces respecting the alleviation of unemployment conditions and of agricultural distress therein and providing for payments for such purposes to be made out of moneys appropriated by Parliament for the fiscal year, 1937-38, and where necessary the Governor in Council may grant financial assistance to any province by way of loan, advance or guarantee for the purpose of assisting the province to pay its share of the expenditure for such purposes to an amount not exceeding in the aggregate the maximum amount which may be payable by the province for its share of the expenditures for such purposes under any agreement between the Dominion and the province entered into under the authority of this Act as well as the amount for which the province may be obligated by way of loan in connection with the cost of any undertaking for which commitments were made under *The Unemployment Relief and Assistance Act, 1936*, and which may be continued under agreements entered into under authority of this Act. The Governor in Council may also enter into agreements with corporations, partnerships or individuals engaged in industry respecting the expansion of industrial employment.

Aggregate amount of Dominion grant.

Agreements with corporations, etc.

Renewals of loans, advances or guarantees.

5. The Governor in Council may renew or consolidate, for such periods and upon such terms as the Governor in Council may determine, loans, advances or guarantees made, given or renewed under the authority of this Act and may accept such Treasury bills, bonds, debentures or other securities as may be approved by the Governor in Council as security for the payment of any indebtedness due by a province to the Dominion arising out of expenditures, advances or loans heretofore or hereafter made for the alleviation of unemployment conditions and of agricultural distress.

6. No financial assistance shall be granted to any province under this Act unless the province furnishes the Dominion, from time to time as required, with certified statements as to its financial position in such detail and in such form as the Dominion may require and shall also furnish such other information and permit such examination and audit to be made as the Dominion may deem necessary.

Conditions of financial assistance.

7. The Governor in Council may make all such orders and regulations as may be deemed necessary or desirable to carry out the purposes and intentions of this Act.

Orders and regulations.

8. All orders and regulations of the Governor in Council made hereunder shall have the force of law and may be varied, extended or revoked by any subsequent order or regulation; but if any order or regulation is varied, extended or revoked, neither the previous operation thereof nor anything duly done thereunder shall be affected thereby, nor shall any right, privilege, obligation or liability acquired, accrued, accruing or incurred thereunder be affected by any such variation, extension or revocation.

Orders and regulations to have the force of law.

9. All orders in council and regulations made under the provisions of this Act shall be laid before the House of Commons forthwith after the making thereof if Parliament is then sitting, or if not, said orders in council or regulations or an abstract thereof disclosing their essential provisions shall be published in the next following issue of the *Canada Gazette*.

Laid before the House of Commons.

Canada Gazette.

10. Subject to the approval of the Governor in Council the Minister may appoint such officers, clerks and employees as may be necessary to carry out the purposes of this Act.

Appointment of officers, clerks and employees.

11. A report shall be laid before Parliament within thirty days after the expiration of this Act, or if Parliament is not then in session shall be published and made available for distribution by the Department of Labour, containing a full and correct statement of the moneys expended or loaned, guarantees given and obligations contracted under this Act.

Report to Parliament.

12. All the provisions of this Act except such as are contained in section five and in this section shall expire on the thirty-first day of March, 1938, but any obligation or liability incurred or created under the authority of this Act may be paid and discharged notwithstanding the expiration of the aforesaid provisions of this Act on the said date.

Duration of Act.

3 GEORGE VI.

CHAP. 35.

An Act to provide for the Training of Young People to fit them for Gainful Employment.

[Assented to by His Majesty, 19th May, 1939.]

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

1. This Act may be cited as *The Youth Training Act*, Short title. 1939.

INTERPRETATION.

2. In this Act the expression

(a) "Minister" means the Minister of Labour;

(b) "Department" means the Department of Labour;

(c) "province" means and includes each of the provinces of Canada, but not the Northwest Territories or the Yukon Territory;

(d) "unemployed young people" means male or female individuals between sixteen and thirty years of age, inclusive, not gainfully employed and whose families are not in a position to pay the full cost of their training; and who are,

(i) registered for employment with the Employment Service of Canada; or

(ii) certified as eligible by the Clerk of the individual's home Municipality or by an appropriate provincial authority; or

(iii) deserving transients certified as eligible by an appropriate provincial authority.

Definitions.

"Minister"

"Department"

"province"

"unemployed young people"

3. For the purpose of promoting and assisting in the training of unemployed young people to fit them for gainful employment in Canada, the following sums aggregating four million five hundred thousand dollars, shall be appropriated and paid out of the Consolidated Revenue Fund of

Sums appropriated for the training of unemployed young people.

Canada during each fiscal year for the period of three years beginning with the year ending the thirty-first day of March one thousand nine hundred and forty, namely:

- (a) during the fiscal year ending the thirty-first day of March, one thousand nine hundred and forty, one million five hundred thousand dollars;
- (b) during the fiscal year ending the thirty-first day of March, one thousand nine hundred and forty-one, the sum of one million five hundred thousand dollars;
- (c) during the fiscal year ending the thirty-first day of March, one thousand nine hundred and forty-two the sum of one million five hundred thousand dollars.

Unexpended
money's to
be carried
forward.

4. Any portion of any appropriation authorized under this Act which may remain unexpended at the expiration of any of the said fiscal years, shall be carried forward and remain available according to its apportionment for the purposes of this Act during any one or more of the succeeding fiscal years: Provided that no portion of the said four million five hundred thousand dollars shall be paid to any province after the thirty-first day of March, one thousand nine hundred and forty-three.

Application
to provinces.

5. This Act shall not apply to any province unless and until the Government of such province has, by Order in Council, signified its agreement to co-operate with the Minister in carrying its provisions into effect.

Grants to be
determined
by Governor
in Council.

6. The grant payable to any province in any year under the provisions of this Act shall be determined by the Governor in Council: Provided that the amount allotted to a province shall not exceed an amount equivalent to that which the provincial government shall agree to expend on projects undertaken under the provisions of this Act within such year.

Supervisor
of youth
training.

7. The Governor in Council may appoint a supervisor of youth training who shall hold office for such period of time and upon such terms and conditions as may be determined by the Governor in Council.

Agreements
with
provinces.

8. Payments made to any province under the provisions of this Act shall be conditional upon an agreement being entered into between the Minister and the government of the province as to the terms, conditions and purposes of and for which payments are to be made and applied, and such agreements shall be subject in all cases to the approval of the Governor in Council.

1939.

Youth Training Act.

Chap. 35.

3

9. The Governor in Council may make all such orders and regulations as may be deemed necessary or desirable to carry out the purposes and intentions of this Act. Orders and regulations.

10. This Act shall be administered by the Department of Labour. Administration of Act.

11. A report containing a full and correct statement of moneys expended and obligations contracted under this Act shall be laid before Parliament within thirty days after the end of each fiscal year or, if Parliament is then not in session, shall be published and made available for distribution by the Department of Labour. Report to be laid before Parliament.

OTTAWA: Printed by JOSEPH OSCAR PATENAUD, I.S.O., Law Printer to the King's Most Excellent Majesty.

6 GEORGE VI.

CHAP. 34.

An Act respecting the carrying on and co-ordination
of Vocational Training.

[Assented to 1st August, 1942.]

HIS Majesty, by and with the advice and consent of the
Senate and House of Commons of Canada, enacts as
follows:—

1. This Act may be cited as *The Vocational Training* Short title.
Co-ordination Act, 1942.

2. In this Act, unless the context otherwise requires, Definitions,
(a) "Council" means the Vocational Training Advisory "Council."
Council appointed under this Act;
(b) "Minister" means the Minister of Labour; "Minister."
(c) "vocational training" means any form of instruction "Vocational
the purpose of which is to fit any person for gainful training."
employment or to increase his skill or efficiency therein,
and, without restricting the generality of the foregoing,
includes instruction to fit any person for employment
in agriculture, forestry, mining, fishing, construction,
manufacturing, commerce or in any other primary or
secondary industry in Canada.

3. (1) The Minister may undertake projects to provide Minister
vocational training may under-
(a) to fit persons for employment for any purpose take
contributing to the efficient prosecution of the war whether projects,
in industry or in the armed forces;
(b) to fit for any gainful employment former members
of His Majesty's Canadian Forces or former members
of any of His Majesty's Forces who were at the time of
enlistment domiciled in Canada or any other persons
with respect to whom authority for the granting of
vocational training is vested in the Minister of Pensions
and National Health, if such former members or other
persons are approved for such training by such
Minister;

2

Chap. 34. Vocational Training Co-ordination Act. 6 GEO. VI.

- (c) to fit for any gainful employment persons directed by the Unemployment Insurance Commission to attend a course of training pursuant to section twenty-eight of *The Unemployment Insurance Act, 1940*; and
- 1940, c. 44. (d) to fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada.
- Research work. (2) The Minister may undertake and direct research work pertaining to vocational training and may undertake the dissemination of information relating to such training.
- Agreements with provinces. 4. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement covering any period with any province to provide financial assistance for
- (a) any project, undertaken in the province, to provide vocational training for any of the purposes set out in section three of this Act;
- (b) the continuation after March thirty-first, 1942, of any project for training heretofore carried on in the province under *The Youth Training Act, 1939*;
- 1939, c. 35. (c) any vocational training project for the conservation or development of the natural resources vested in the Crown in the right of the province;
- (d) the development and carrying on by the province of any project recommended by the Council to provide vocational training for apprentices or supervisors in any industry; and
- (e) the development and carrying on after the present war of vocational training on a level equivalent to secondary school level.
- Percentage of cost. (2) No agreement made in respect of any of the matters set out in paragraphs (b) to (e), both inclusive, of subsection one of this section, shall provide for payment to the province of a percentage of the cost of any vocational training project, including the cost of the training facilities, in excess of the percentage of such cost contributed by the province.

THE VOCATIONAL TRAINING ADVISORY COUNCIL.

Council.

5. There shall be appointed by the Governor in Council a council to be called "The Vocational Training Advisory Council."

Chairman and members.

6. (1) The Council shall consist of a Chairman and not more than sixteen members.

Tenure of office.

(2) The Chairman and other members of the Council shall hold office for a period of three years except in the case of the members first appointed and of any member appointed

to a casual vacancy, who shall hold office for such period, not exceeding three years, as may be determined by the Governor in Council.

(3) There shall be equal numbers of members on the Council specially representative of employers and of employees, and the remainder of the members may be representative of such other groups of persons or interests as the Governor in Council may determine. Composition of Council.

(4) A majority of the members shall form a quorum for any meeting of the Council. Quorum.

(5) The Council may act notwithstanding any vacancy in its membership, provided that the membership is not fewer than ten members. Power to act, etc.

(6) The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members. Procedure.

(7) The Minister may provide the Council with such professional, technical, secretarial and other assistance as the Council may require but the provision of such assistance otherwise than from the public service of Canada shall be subject to authorization by the Governor in Council. Assistance.

(8) The Minister shall make available to the Council such information as the Council may reasonably require for the proper discharge of its functions under this Act. Information required.

(9) The members of the Council shall serve without salary but each member shall receive his actual travelling expenses which have been incurred with the approval of the Minister in connection with the work of the Council and a per diem allowance of ten dollars for each day he is necessarily absent from his home in connection with such work. Travelling expenses and per diem allowance.

7. The Minister may from time to time refer to the Council for consideration and advice such questions relating to the operation of this Act as he thinks fit and the Council shall investigate and report thereon to the Minister, and shall make such recommendations as the Council sees fit in connection therewith. Investigations, reports and recommendations.

GENERAL.

8. This Act shall be administered by the Minister of Labour. Administration.

9. A supervisor of training and such officers, clerks and other employees necessary for the administration of this Act shall be appointed in the manner authorized by law. Officers, clerks and employees.

10. The Governor in Council may make regulations for the purpose of giving effect to this Act. Regulations.

4 Chap. 34. *Vocational Training Co-ordination Act*. 6 GEO. V.

Annual
report.

11. The Minister shall as soon as possible, but in any case within sixty days after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and shall upon completion thereof lay such report before Parliament if Parliament is then sitting or if Parliament is not then sitting, within fifteen days after Parliament is next assembled.

To be laid
before Parlia-
ment.

Expenditures
and appropri-
ations.

12. Expenditures incurred under this Act shall be paid out of moneys appropriated by Parliament for carrying out the purposes of this Act.

Repeal.

13. *The Vocational Education Act, 1931*, chapter fifty-nine of the statutes of 1931, is repealed.

Coming into
force.

14. This Act shall be deemed to have come into force on the first day of April, 1942.

Ottawa: Printed by EDMOND CLOUTIER, Law Printer to the
King's Most Excellent Majesty

9 ELIZABETH II.

CHAP. 6

An Act respecting Technical and Vocational
Training Assistance.

[Assented to 20th December, 1960.]

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

1. This Act may be cited as the *Technical and Vocational Training Assistance Act*. Short title.

INTERPRETATION.

2. In this Act,

Definitions.

- | | |
|--|---|
| <p>(a) "Council" means the National Technical and Vocational Training Advisory Council established by this Act;</p> <p>(b) "member" means a member of the Council;</p> <p>(c) "Minister" means the Minister of Labour;</p> <p>(d) "technical and vocational training" means any form of instruction, the purpose of which is to prepare a person for gainful employment in any primary or secondary industry or in any service occupation or to increase his skill or proficiency therein, and, without restricting the generality of the foregoing, includes instruction for that purpose in relation to any of the following industries or occupations:</p> <p style="margin-left: 2em;">(i) agriculture,</p> <p style="margin-left: 2em;">(ii) fishing,</p> <p style="margin-left: 2em;">(iii) forestry,</p> <p style="margin-left: 2em;">(iv) mining,</p> <p style="margin-left: 2em;">(v) commerce,</p> <p style="margin-left: 2em;">(vi) construction,</p> <p style="margin-left: 2em;">(vii) manufacturing,</p> | <p>"Council."</p> <p>"Member."</p> <p>"Minister."</p> <p>"Technical and vocational training."</p> |
|--|---|

2 Chap. 6. *Technical and Vocational Training.* 9 ELIZ. II.

- "Training facilities."
- (viii) transportation or communications, or
 - (ix) generally, any primary or secondary industry or service occupation requiring an understanding of the principles of science or technology and the application thereof, except where such instruction is designed for university credit; and
 - (e) "training facilities" means buildings and physical plant, machinery and equipment used for technical and vocational training.

AGREEMENTS AUTHORIZED.

Agreement authorized.

3. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province in undertaking a program of technical and vocational training in the province

- (a) for unemployed persons;
- (b) for the training of persons in technical or vocational courses given in regular secondary schools in the province where such training is given as a part of the regular secondary school program;
- (c) for the training of persons as teachers, supervisors or administrators to carry out technical or vocational training programs;
- (d) for persons over the regular school leaving age, who have left school and who require training to develop or increase occupational skill;
- (e) for apprentices;
- (f) for supervisors in industries;
- (g) for the training of persons in the skills of science or technology and the application thereof, except where such training is designed for university credit;
- (h) for disabled persons; and
- (i) for the training of persons in the type of program described in section 8.

Contributions payable.

(2) The contributions payable by Canada to a province under an agreement made pursuant to this section shall be the aggregate of the following costs incurred by the province in providing a technical and vocational training program in the province pursuant to the agreement:

- (a) in respect of the costs attributable to the provision by the province of a technical and vocational training program for unemployed persons, seventy-five per cent thereof, or such lesser percentage thereof as may be specified in the agreement;

- (b) in respect of the costs attributable to the provision by the province
 - (i) of a technical and vocational training program of the type described in paragraphs (c) to (h) of subsection (1), fifty per cent thereof, and
 - (ii) of a technical and vocational training program of the type described in paragraph (i), of subsection (1), one hundred per cent thereof, or such lesser percentage thereof as may be specified in the agreement; and
- (c) in respect of the costs for a year attributable to the provision by the province of a technical and vocational training program of the type described in paragraph (b) of subsection (1), an amount equal to the aggregate of
 - (i) such amount as is specified in the agreement to be payable to the province for the year in respect of the provision by the province of such program, and
 - (ii) such additional amount, calculated on the basis of the youth population of the province for the year, as is determined in the manner specified in the agreement,
 not exceeding, however, fifty per cent of the costs for the year attributable to the provision by the province of such program.

(3) In this section,

Definitions.

- (a) "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under this section between the Minister and the province, but does not include any capital expenditure incurred by the province on training facilities; and

"Costs."

- (b) "regular school leaving age" and "regular secondary school program" in respect of a province have the meaning given to them in the agreement made under this section between the Minister and the province.

"Regular school leaving age" and "Regular secondary school program."

(4) For the purposes of this section,

Costs to include student assistance

- (a) the costs attributable to the provision by a province of a technical and vocational training program of a type described in paragraphs (c) and (g) of subsection (1) shall be deemed to include any amount expended by the province as financial assistance to any person being trained under such a program, where such expenditure is
 - (i) for the purpose of enabling the person to participate in such a program, and

(ii)

4 Chap. 6. *Technical and Vocational Training.* 9 ELIZ. II.

- (ii) in accordance with the terms and provisions of the agreement made under this section between the Minister and the province; and
- YOUTH
population
determined (b) the youth population of a province for a particular year shall be deemed to be the number of persons in the age group of fifteen to nineteen years of age inclusive, of the province, as ascertained by the most recent census of Canada preceding the particular year and certified by the Dominion Statistician.

Agreement
authorized
for training
facilities.

4. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province for a period not exceeding six years to provide for the payment by Canada to the province of contributions in respect of the capital expenditure incurred by the province on training facilities.

Amount of
contributions.

(2) The contributions payable by Canada to a province under an agreement pursuant to this section shall be the aggregate of

- (a) fifty per cent of the capital expenditure incurred by the province on training facilities;
- (b) twenty-five per cent of the capital expenditure incurred by the province on training facilities before the first day of April, 1963; and
- (c) twenty-five per cent of the capital expenditure incurred by the province after the 31st day of March, 1963 for the alteration or repair of premises and the purchase of machinery and equipment, under circumstances specified in the agreement, where such alterations, repairs and purchases are for the purpose of providing a technical and vocational training program for unemployed persons.

"Capital
expenditure"
defined.

(3) In this Act, the expression "capital expenditure" incurred by a province on training facilities means the capital expenditure incurred by the province on such facilities determined as prescribed in the agreement made under this section between the Minister and the province.

Agreement
authorized
for con-
tinuation of
projects.

5. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province, for a period not exceeding six years, to provide financial assistance for the continuation after the coming into force of this Act, of any project for training originated in the province under *The Youth Training Act, 1939* and continued in effect in the province under the *Vocational Training Co-ordination Act*.

Percentage
of cost.

(2) No agreement made under subsection (1) shall provide for the payment to a province of a percentage of the cost of the project referred to in subsection (1) in excess of the percentage of such cost contributed by the province.

6. Any agreement made or deemed to have been made under this Act may be amended Amendments.

- (a) with respect to the provisions in the agreement in respect of which a method of amendment is set out in the agreement, by that method; or
- (b) with respect to any other provisions of the agreement, by the mutual consent of the parties thereto with the approval of the Governor in Council.

FEDERAL RESEARCH AND PROGRAMS.

7. (1) The Minister may undertake and direct research in respect of technical and vocational training and, without restricting the generality of the foregoing, may undertake and direct research in respect of any of the following matters: Federal research program.

- (a) trade analysis courses content;
- (b) training aids, examinations and standards;
- (c) the changing needs of the economy for trained workers;
- (d) the relationship between technical and vocational training and the needs of the economy; or
- (e) any studies that, in the opinion of the Minister, would assist in improving technical and vocational training in Canada.

(2) The Minister may, where he deems it appropriate, undertake and direct any research referred to in subsection (1) in co-operation with any province or all provinces. Co-operation with province.

(3) The Minister may collect, compile, analyse, abstract and publish information relating to any research undertaken and directed by him pursuant to this section. Publication of research.

8. The Minister may undertake programs to provide technical and vocational training Federal technical and vocational training programs.

- (a) for any person serving in the naval, army or air forces of Canada and for any person who formerly served in such forces and who has been approved for such training by the Minister of Veterans Affairs; and
- (b) for any person, at the request of a department or agency of the Government of Canada, for employment in such department or agency or for employment related to any activity carried on by such department or agency.

COUNCIL ESTABLISHED.

9. (1) There shall be a Council, to be called the National Technical and Vocational Training Advisory Council, consisting of twenty-three members, to be appointed by the Governor in Council. Council established.

6 Chap. 6. *Technical and Vocational Training.* 9 ELIZ. II.

Tenure. (2) Each member of the Council shall be appointed to hold office during pleasure for such term not exceeding three years as may be determined by the Governor in Council.

Alternate members. (3) The Governor in Council may, in respect of each member, appoint a person to act as an alternate who, at the request and in the absence of the member for whom he is appointed as an alternate, shall act instead of the member and when so acting shall be deemed to be a member.

Chairman. (4) The Governor in Council shall designate one of the members to be Chairman.

Composition of Council. (5) There shall be an equal number of members of the Council specially representative of employers and of employees, and the remainder of the members may be representative of such other groups of persons or interests as the Governor in Council may determine.

Quorum. (6) A majority of the members constitute a quorum of the Council, and a vacancy in the membership of the Council does not impair the right of the remaining members to act.

Procedure. (7) The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

Staff. (8) The Minister may provide the Council with such professional, technical, secretarial and other assistance as the Council may require, but the provision of such assistance otherwise than from the public service of Canada is subject to approval by Treasury Board.

Information to be made available. (9) The Minister shall make available to the Council such information as the Council reasonably requires for the proper discharge of its functions.

Travelling expenses and per diem allowance. (10) Members shall serve without remuneration but each member is entitled to be paid his actual travelling expenses incurred with the approval of the Minister in connection with the work of the Council, and may, with the approval of the Minister, be paid a per diem allowance fixed by the Governor in Council for each day he is necessarily absent from his home in connection with such work.

Reference to Council. **10.** (1) The Minister may refer to the Council for its consideration and advice such questions relating to the operation of this Act as he thinks fit.

Council to investigate and report. (2) The Council shall investigate and report on all matters referred to it pursuant to subsection (1) and shall make such recommendations to the Minister in respect thereof as it deems appropriate.

1960-61.

Technical and Vocational Training.

Chap. 6.

7

GENERAL.

11. Such officers, clerks and other employees as are necessary for the administration of this Act shall be appointed under the provisions of the *Civil Service Act*. Officers, clerks and employees.

12. The Governor in Council may, on the recommendation of the Minister, make regulations for carrying the purposes and provisions of this Act into effect. Regulations.

REPORT TO PARLIAMENT.

13. The Minister shall, within three months after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and cause the report to be laid before Parliament if Parliament is then sitting or, if Parliament is not then sitting, on any of the first fifteen days next thereafter that Parliament is sitting. Report to Parliament.

TRANSITIONAL.

14. Any agreement made between the Minister and a province under the *Vocational Training Co-ordination Act* and in force at the coming into force of this Act shall be deemed to have been made under this Act and shall continue in full force and effect according to the terms and conditions of such agreement. Agreements continued in force.

REPEAL.

15. The *Vocational Training Co-ordination Act* is repealed. Repeal.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1961

12 ELIZABETH II

CHAP. 22

An Act to amend the Technical and Vocational Training Assistance Act.

[Assented to 5th December, 1963.]

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

1. (1) Paragraph (a) of subsection (2) of section 3 of the *Technical and Vocational Training Assistance Act* is repealed and the following substituted therefor:

“(a) in respect of the costs attributable to the provision by the province

(i) of a technical and vocational training program for unemployed persons, seventy-five per cent thereof, or such lesser percentage thereof as may be specified in the agreement, and

(ii) of the part of the technical and vocational training program, referred to in subparagraph (i), that consists of providing unemployed persons with training allowances, as defined in the agreement, such additional percentage thereof, not exceeding fifteen per cent, as may be specified in the agreement;”

(2) Paragraph (b) of subsection (2) of section 3 of the said Act is amended by striking out the word “and” at the end of subparagraph (i) thereof and by adding thereto the following subparagraph:

“(iii) of the part of the technical and vocational training program, referred to in subparagraph (i), that consists of a training in industry program, as defined in the agree-

2 Chap. 22. *Technical and Vocational Training.* 12 ELIZ. II.

ment, an additional twenty-five per cent thereof; and"

2. Paragraphs (b) and (c) of subsection (2) of section 4 of the said Act are repealed and the following substituted therefor:

- "(b) twenty-five per cent of the capital expenditure incurred by the province on training facilities before such date, not later than March 31, 1967, as may be specified in the agreement made under this section between the Minister and the province; and
- (c) twenty-five per cent of the capital expenditure incurred by the province after the date specified in the agreement referred to in paragraph (b) for the alteration or repair of premises and the purchase of machinery and equipment, under circumstances specified in the agreement, where such alterations, repairs and purchases are for the purpose of providing a technical and vocational training program for unemployed persons."

3. (1) Subsection (1) of section 9 of the said Act is repealed and the following substituted therefor:

Council
established.

"9. (1) There shall be a Council, to be called the National Technical and Vocational Training Advisory Council, consisting of twenty-eight members, to be appointed by the Governor in Council."

(2) Subsection (10) of section 9 of the said Act is repealed and the following substituted therefor:

Remunera-
tion of
Chairman.

"(10) The Chairman of the Council shall be paid such remuneration for his services as is fixed by the Governor in Council.

Travelling
expenses and
per diem
allowances.

(11) The members, other than the Chairman, shall serve without remuneration but each member is entitled to be paid his actual travelling expenses incurred with the approval of the Minister in connection with the work of the Council, and may, with the approval of the Minister, be paid a per diem allowance fixed by the Governor in Council for each day he is necessarily absent from his ordinary place of residence in connection with such work."

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1963

14-15-16 ELIZABETH II.

CHAP. 94

An Act respecting the occupational training of adults.

[Assented to 8th May, 1967.]

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

1. This Act may be cited as the *Adult Occupational Training Act*. Short title.

INTERPRETATION.

- | | | |
|-----|---|-------------------------------------|
| 2. | In this Act, | Definitions. |
| (a) | "manpower officer" means an officer of the Department of Manpower and Immigration designated by the Minister; | "Manpower officer." |
| (b) | "Minister" means the Minister of Manpower and Immigration; | "Minister." |
| (c) | "occupational training" means any form of instruction, other than instruction designed for university credit, the purpose of which is to provide a person with the skills required for an occupation or to increase his skill or proficiency therein; | "Occupational training." |
| (d) | "occupational training course" means a course of occupational training that provides not more than fifty-two weeks of full-time instruction or 1,820 hours of part-time instruction; and | "Occupational training course." |
| (e) | "occupational training facilities" means buildings and physical plant, machinery and equipment used for occupational training. | "Occupational training facilities." |

PART I.

OCCUPATIONAL TRAINING.

Definitions.

"Adult."

"Adult eligible for a training allowance."

Enrolment of adults in occupational training courses.

Enrolment in courses operated by province or municipal authority.

Reports or recommendations of joint committee to be taken into account.

Contracts with provinces authorized.

3.

In this Part,

- (a) "adult" means a person whose age is at least one year greater than the regular school leaving age in the province in which he resides; and
- (b) "adult eligible for a training allowance" means an adult who
 - (i) has been a member of the labour force substantially without interruption for not less than three years, or
 - (ii) has one or more persons wholly or substantially dependent upon him for support.

4.

(1) Where an adult who has not attended school on a regular basis for at least twelve months informs a manpower officer that he wishes to undertake occupational training, the manpower officer may, subject to subsection (2), arrange for the enrolment of that adult in any occupational training course that will, in the opinion of the manpower officer, provide training suitable for that adult and increase his earning capacity or his opportunities for employment.

(2) A manpower officer shall arrange for the enrolment of an adult described in subsection (1) only in an occupational training course that is operated by the province in which that adult resides or by a provincial or municipal authority in the province, unless there is no such course suitable for that adult being offered at or in the vicinity of the place of residence of that adult, in which he may be enrolled.

(3) Where the Minister and the government of a province have established a joint committee as provided for in section 13 to assess manpower needs in that province, each manpower officer in that province shall, in forming his opinion as to whether an occupational training course will increase the earning capacity or opportunities for employment of an adult described in subsection (1), take into account any reports or recommendations made by that committee.

5.

(1) The Minister may enter into a contract with any province to provide for the payment by Canada to the province of the costs incurred by the province or a provincial or municipal authority in the province in providing training in an occupational training course operated by

the province or the provincial or municipal authority to adults whose enrolment therein was arranged by a manpower officer.

(2) The Minister may enter into a contract with any province to provide for the payment by Canada to the province of the costs incurred by the province or a provincial or municipal authority in the province in providing training in an occupational training course for apprentices operated by the province or the provincial or municipal authority to adults whose enrolment therein was not arranged by a manpower officer. *Idem.*

(3) Where, pursuant to section 4, a manpower officer arranges for the enrolment of an adult described in that section in an occupational training course that is not operated by a province or by a provincial or municipal authority in a province but that is approved by the government of the province in which the course is operated, the Minister may authorize the payment of such charges for tuition or otherwise for the training of that adult in the course as are provided for by the regulations. *Payment for training in courses not operated by province or municipal authority.*

6. (1) Subject to subsection (2), the Minister may enter into a contract with any employer operating or undertaking to operate an occupational training course for the training of adults employed by the employer to provide for the payment by the Minister to the employer of the costs incurred by the employer, as specified in the contract, in providing training in the occupational training course to those adults. *Contracts with employers operating training courses.*

(2) The Minister shall not enter into a contract with an employer described in subsection (1) in respect of the training of adults employed by that employer that is training on the job or in skills useful only to that employer, unless he is satisfied that such training is necessary because of technological or economic changes affecting that employer that would otherwise result in loss of employment by the adults being trained or to be trained in the course. *Exception.*

(3) The Minister may enter into a contract with any employer who has arranged for the training of adults employed by him in an occupational training course that is not operated by the employer, to provide for the payment to that employer of the costs incurred by him, as specified in the contract, in providing training in the occupational training course to those adults. *Contracts with other employers.*

(4) The Minister shall not enter into a contract under this section with any employer described in subsection (1) or (3) unless he is satisfied that the content of the occupational training course described in that subsection *Restriction.*

4 Chap. 94. *Adult Occupational Training.* 14-15-16 ELIZ. II.

has been the subject of consultation by the employer with the government of the province in which the course is operated or to be operated.

TRAINING ALLOWANCES.

Training
allowances
authorized.

7. Subject to section 8, the Minister may pay to every adult who

- (a) is being trained in an occupational training course described in subsection (2) of section 5 or an occupational training course in which his enrolment was arranged by a manpower officer, and
- (b) is an adult eligible for a training allowance, a training allowance related to the family circumstances and living costs of that adult.

Rate of
training
allowances.

8. (1) The rate at which a training allowance is payable to an adult pursuant to section 7 shall be determined as prescribed by the regulations, but shall not,

- (a) in the period commencing with the coming into force of this Act and ending on the 30th day of June, 1968, be less than thirty-five dollars a week or more than ninety dollars a week; and
- (b) in the period commencing on the first day of July, 1968 and ending on the 30th day of June, 1969, and in each succeeding twelve-month period thereafter, be
 - (i) less than a weekly amount that bears the same relation to the average hourly earnings in manufacturing for the calendar year ending immediately before the commencement of that period that thirty-five dollars bears to the average hourly earnings in manufacturing for the year 1966, or
 - (ii) more than a weekly amount that bears the same relation to the average hourly earnings in manufacturing for the calendar year ending immediately before the commencement of that period that ninety dollars bears to the average hourly earnings in manufacturing for the year 1966.

For calculation of
training
allowances.
"Average
hourly
earnings in
manufacturing"
defined.

section (1),

- (a) "average hourly earnings in manufacturing" for a calendar year means the average hourly earnings of hourly rated wage earners employed

1966-67.

Adult Occupational Training.

Chap. 94.

5

in manufacturing in Canada in that year, as ascertained and certified by the Dominion Statistician; and

- (b) the calculation of the maximum and minimum training allowance payable in any twelve-month period shall be made to the nearest multiple of one dollar, or if there is no such nearest multiple, then to the multiple thereof that is the lower.
- Maximum and minimum training allowances.

9. (1) In addition to the costs referred to in section 6, the Minister may, subject to subsection (2), pay to an employer with whom he has entered into a contract pursuant to that section, if the contract so provides, an amount as specified in the contract in respect of each adult who

Additional amount payable to certain employers.

- (a) is being trained in an occupational training course described in that section, and

(b) is an adult eligible for a training allowance, for each week that the adult is being trained in that occupational training course.

(2) Where the Minister enters into a contract that provides for the payment of amounts as described in subsection (1), the maximum amount so payable by the Minister for any week in respect of an adult described therein shall not exceed the lesser of

Maximum amounts payable.

- (a) an amount equal to the amount obtained by multiplying the number of hours that the adult received training in that week by the average hourly earnings of that adult for that week from employment with that employer; or
- (b) an amount equal to the maximum training allowance that may be paid in that week to an adult described in section 7.

RESEARCH AGREEMENT.

10. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province, as specified in the agreement, in undertaking

Research and development agreement.

- (a) research in respect of occupational training, including research in respect of the changing needs of the economy for trained workers and the relationship between occupational training and the needs of the economy; and

6 Chap. 94. *Adult Occupational Training.* 14-15-16 ELIZ. II.

- (b) projects for the development of occupational training courses and materials for such courses, including projects for the development of occupational training aids, examinations and standards.

Maximum contributions payable under agreement.

(2) The contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed fifty per cent of the costs incurred by the province as described in subsection (1).

LOANS TO PROVINCES.

Loans for purchase or construction of occupational training facilities.

11. (1) The Minister may, subject to regulations made by the Governor in Council, enter into an agreement with any province to provide for the making of loans to the province for the purpose of assisting the province or a provincial or municipal authority in the province to purchase or construct occupational training facilities that will be used to provide training to adults in occupational training courses of a kind specified in the agreement.

Terms and conditions of loans.

(2) Every loan made pursuant to an agreement under this section shall

- (a) be for a term not exceeding thirty years;
- (b) bear interest at the rate prescribed therefor pursuant to subsection (3);
- (c) be repayable in full during the term thereof by equal payments of principal and interest not less frequently than annually; and
- (d) be subject to such other terms and conditions as the parties thereto may agree on.

Interest on loans.

(3) The Governor in Council, on the recommendation of the Minister of Finance, may from time to time prescribe the rate of interest to apply in respect of any loan that may be made under an agreement entered into pursuant to this section.

GENERAL.

Regulations.

12. (1) The Governor in Council may make regulations,

- (a) defining the expressions "instruction designed for university credit", "full-time instruction", "part-time instruction", "labour force", "training on the job" and "regular school leaving age" for the purposes of this Act;
- (b) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed not to have attended school on a regular basis for any period;

- (c) prescribing, for the purposes of subsection (1) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course to adults described in that subsection;
- (d) prescribing, for the purposes of subsection (2) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course for apprentices to adults described in that subsection;
- (e) providing for the charges for tuition or otherwise that may be paid for the training of an adult in an occupational training course that is not operated by a province or a provincial or municipal authority in a province;
- (f) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed to have been a member of the labour force substantially without interruption for any period;
- (g) respecting the determination of the rates at which training allowances are payable to adults and the time and manner of payment of such allowances;
- (h) respecting the determination of the circumstances under which a person shall be considered to be wholly or substantially dependent for support on another person;
- (i) prescribing, for the purposes of section 9, the method of determining the average hourly earnings for a week of an adult described therein; and
- (j) generally, for carrying out the purposes and provisions of this Act.

(2) Regulations made pursuant to paragraph (g) of subsection (1) may, after consultation with the government of a province, be made applicable specifically to that province or to specific areas within that province.

Regulations may be made applicable specifically to a province.

13. The Minister may, at the request of the government of a province, join with that government in the establishment of a joint committee to assess manpower needs in that province.

Joint committees.

14. Where a person has received a training allowance to which he is not entitled or a training allowance in an amount in excess of the training allowance to which he is

Recovery of over-payment.

8 Chap. 94. *Adult Occupational Training.* 14-15-16 ELIZ. II.

entitled, the amount thereof or the excess amount, as the case may be, may be recovered at any time as a debt due to Her Majesty or may be retained, in whole or in part, out of any subsequent amount payable to that person as a training allowance.

Offence. **15.** (1) Every person who, for the purpose of obtaining occupational training or a training allowance under this Act, knowingly makes a false or misleading statement is guilty of an offence punishable on summary conviction.

Idem. (2) Every employer who, for the purpose of obtaining any payment under a contract entered into with the Minister under this Act, wilfully furnishes any false or misleading information is guilty of an offence punishable on summary conviction.

Amend-
ments. **16.** Any contract or agreement made under this Act may be amended

- (a) with respect to the provisions of the contract or agreement in respect of which a method of amendment is set out in the contract or agreement, by that method; or
- (b) with respect to any other provisions of the contract or agreement, by the mutual consent of the parties thereto with the approval of the Governor in Council.

PART II.

UNEMPLOYMENT INSURANCE BENEFITS.

Definitions. **17.** In this Part,
 "Act." (a) "Act" means the *Unemployment Insurance Act*;
 "Commission." (b) "Commission" means the Unemployment Insurance Commission; and
 "Insured person." (c) "insured person" has the same meaning as in the Act.

Benefits not payable to persons receiving training allowance. **18.** Notwithstanding anything contained in the Act, an insured person being trained under an occupational training course is not entitled to be paid benefit under the Act in respect of any week for which a training allowance is payable to him under Part I.

Extension of qualification period. **19.** (1) Where an insured person proves in such manner as the Commission may require that for any time during any period mentioned in subsection (1) or (2) of

section 45 of the Act contributions were not payable in respect of him for the reason that he was being trained under an occupational training course and a training allowance was payable to him under Part I, that period shall, for the purposes of sections 45, 47 and 48 of the Act, be increased by the aggregate of any such times.

(2) Where an insured person proves in such manner as the Commission may require that for any time during any increase to a period mentioned in subsection (1) contributions were not payable in respect of him for the reason mentioned in that subsection, that period shall, for the purposes of sections 45, 47 and 48 of the Act, be further increased by the aggregate of any such times. Idem.

(3) For the purposes of subsections (1) and (2), the time during which contributions were not payable does not include any time during which the insured person was in receipt of benefit or seasonal benefit under the Act. Benefit periods excluded.

(4) The aggregate of any period mentioned in subsection (1) or (2) of section 45 of the Act and the total increases made to that period under this section and subsections (3) and (4) of section 45 of the Act shall not exceed two hundred and eight weeks. Limitation.

20. (1) Where a benefit period has been established in respect of an insured person under section 45 of the Act and the insured person proves in such manner as the Commission may require that for any time during that benefit period he was being trained under an occupational training course and a training allowance was payable to him under Part I, the benefit period in respect of that person shall, notwithstanding subsection (1) of section 46 of the Act, be increased by the aggregate of any such times. Benefit periods increased.

(2) Where an insured person proves in such manner as the Commission may require that for any time during any increase to a benefit period mentioned in subsection (1) he was being trained under an occupational training course and a training allowance was payable to him under Part I, the benefit period in respect of that person shall, notwithstanding subsection (1) of section 46 of the Act, be further increased by the aggregate of any such times. Idem.

(3) No increase shall be made pursuant to subsections (1) and (2) to a benefit period in respect of an insured person that would provide in respect of that person a benefit period greater than one hundred and fifty-six weeks. Limitation.

PART III.

TRANSITIONAL AGREEMENTS.

Agreements
authorized
for
occupational
training
facilities.

Amount of
contribu-
tions.

Definitions.
"Capital
expendi-
tures."

21. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the capital expenditures incurred by the province on occupational training facilities.

(2) The aggregate of the contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed

(a) the lesser of seventy-five per cent of the capital expenditures incurred by the province on occupational training facilities after March 31, 1967 or an amount equal to

(i) the amount obtained by multiplying four hundred and eighty dollars by the youth population of the province in 1961,

minus

(ii) the total contributions paid by Canada to the province under an agreement made pursuant to section 4 of the *Technical and Vocational Training Assistance Act* in respect of the capital expenditures incurred by the province on training facilities; and

(b) in respect of capital expenditures incurred by the province on occupational training facilities after such time as no further amount may be paid by Canada to the province in respect of any expenditures pursuant to paragraph (a), the lesser of fifty per cent of such capital expenditures or an amount equal to

(i) the amount obtained by multiplying three hundred and twenty dollars by the youth population of the province in 1961,

minus

(ii) the amount by which the total contributions paid by Canada as described in subparagraph (ii) of paragraph (a) exceeds the amount described in subparagraph (i) of paragraph (a).

(3) In this section,

(a) "capital expenditures" incurred by a province on occupational training facilities means the capital expenditures incurred by the province

1966-67.

Adult Occupational Training.

Chap. 94.

11

on such facilities determined as prescribed in the agreement made under this section between the Minister and the province; and

- (b) "youth population of the province in 1961" means the number of persons in the province in 1961 in the age group of fifteen to nineteen years of age inclusive, as ascertained and certified by the Dominion Statistician.

"Youth population of the province in 1961."

22. (1) The Minister may, with the approval of the Governor in Council, make an arrangement with any province with whom the Minister entered into an agreement pursuant to section 3 of the *Technical and Vocational Training Assistance Act* (hereinafter in this section referred to as the "former agreement") for the payment by Canada to the province of contributions in respect of the costs incurred by the province in the period commencing April 1, 1967 and ending March 31, 1968, or such earlier date as may be determined pursuant to the arrangement, in providing training under any technical or vocational training program described in the former agreement to persons being trained on March 31, 1967.

Arrangements respecting persons being trained on March 31, 1967.

(2) The contributions payable by Canada to a province under an arrangement made pursuant to this section shall not exceed an amount that bears to the costs incurred by the province, determined pursuant to the arrangement, the same relation that the contributions payable by Canada under the former agreement in respect of the technical or vocational training programs under which persons were being trained on March 31, 1967, bears to the costs incurred by the province, determined as prescribed in the former agreement, in providing that program.

Limit of contributions.

PART IV.

REPEAL.

23. The *Technical and Vocational Training Assistance Act* is repealed.

Repeal 1960-61, c. 6.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967